FLORIDA'S ECONOMIC FUTURE AND THE CHILD CARE CRISIS FOR FAMILIES

HEARING

BEFORE THE

SELECT COMMITTEE ON CHILDREN, YOUTH, AND FAMILIES HOUSE OF REPRESENTATIVES

ONE HUNDREDTH CONGRESS

FIRST SESSION

HEARING HELD IN MIAMI, FL, JUNE 22, 1987

Printed for the use of the
Select Committee on Children, Youth, and Families

U.S. GOVERNMENT PRINTING OFFICE
77-199 WASHINGTON : 1987

For sale by the Superintendent of Documents, U.S. Government Printing Office
Washington, DC 20402

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FLORIDA'S ECONOMIC FUTURE AND THE CHILD CARE CRISIS FOR FAMILIES

MONDAY JUNE 22, 1987

House of Representatives,
Prevention Strategies Task Force,
Select Committee on Children, Youth, and Families,
Miami, FL.

The Select Committee met, pursuant to call, at 9:30 a.m. at the Miami-Dade Community College, Miami, FL, Hon. William Lehman, presiding.

Members present: Representatives Lehman, Sawyer and Johnson.

Staff present: Jill Kagan, professional staff; and Spencer Hagen Kelly, minority research assistant.

Mr. Lehman. The public hearing on the Select Committee on Children, Youth, and Families will come to order.

And it is a privilege for me today to be here and to have the opportunity to chair this hearing.

I'm especially delighted that my colleagues, Nancy Johnson and Tom Sawyer, were able to come to Miami for this hearing and to take the time away from their duties in Washington and their home districts in Connecticut and Ohio.

I would like to thank the Miami-Dade Community College for their hospitality to the Committee this morning and for their continuing dedication to the children of their students and employees.

We all know that Florida is a rapidly growing state, and its economy is on the upswing, and that young families with children make up a large part of our population and will be our future growth.

Given both the rapid job expansion and the increasing number of young families, most of which will have to be in the work force in order to provide the material for this growth, both the public and private sectors must be prepared to respond, especially in providing a range of services for the very young children.

Key among these is child care. More families than ever before are going to need child care in order to become self-sufficient, and especially young women are going to be as vital to our economic growth, as any other resource, such as raw materials, fuel or other types of devices, that we need to expand the economy.

The State's economic ability and the ability to compete in the marketplace are equally dependent on a family's self-sufficiency.

Early this morning we met with the parents and teachers at the preschool laboratory right here on campus. Many of these young people had waited months or even years for a slot in this really exceptional child care program. Some are still waiting and have posed the question to us: how much longer will they have to wait; for, without adequate child care, these families cannot go to work either in the school or elsewhere in the community.

Every family should have a chance to benefit from Florida's good fortune and, while Florida's economy prospers, many of the families are not immune to the tragedy of poverty which has drawn more children into its grasp in this decade than ever before.

When I first came to Congress in 1973, the poor people in our district were mainly the elderly. Now we have done an adequate, but not perfect job as far as eliminating poverty among most of the elderly. We must turn our attention now to the greater segment of our poverty community, the children of this country. The demand for reliable child care is overwhelming.

While Florida is serving 30,000 eligible children under Federal Title XX, nearly double the number we were doing just six years ago, there are at least that many more children remaining on the waiting list.

Here in Dade County, more than 9,000 children are on the waiting list. That is a terrible waste of our resources.

We are all too familiar with some of the consequences. Early this year, two Florida children died because they had been left alone at home. The most disturbing part of the story of these kind of tragedies is that they could have been easily and simply prevented. Both of these children, as an example, had been on a waiting list for child care for over a year.

I am especially pleased that many of our witnesses today, in addition to sharing their perspectives on future child care needs, will also highlight the effective efforts in both the private and public sector that are beginning to meet the future child care needs in Florida. I look forward to hearing your testimony today.

I would like at this time to recognize my colleague from Connecticut, Representative Nancy Johnson.

[Opening statement of Hon. William Lehman follows:]

OPENING STATEMENT OF HON. WILLIAM LEHMAN, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF FLORIDA, AND CHAIRMAN, PREVENTION STRATEGIES TASK FORCE, SELECT COMMITTEE ON CHILDREN, YOUTH, AND FAMILIES

Child care is one of our most critical needs in Dade County, and in the State of Florida. I am pleased to have the opportunity to chair this hearing today and delighted that my colleagues, Tom Sawyer and Nancy Johnson, were able to come to Miami for this field hearing.

I would like to thank the Miami-Dade Community College for their hospitality to the Committee this morning and for their continuing dedication to the children of their students and employees.

Florida is a rapidly growing state—its population and economy are on a rapid upswing. Young families with children will make up a substantial proportion of this increase.

It is projected that Florida will soon be the third most populous state in the nation, with significant increases in the number of children. By 1990, it is estimated that the population of 0 to 4 year olds will increase by more than 38 percent, bringing the total to almost 800,000, and by the year 2000, the number of school-age children is expected to grow by over 850,000.

Florida's economy is growing at a similar pace. The State Comprehensive Plan Committee, from whom we'll hear more today, projects a 71 percent increase in total employment—which means 3 million new jobs—between 1985 and the year 2000.

Given both the rapid job expansion and the state's increasing number of young families—most of whom will be in the workforce—the public and private sectors must be prepared to respond, especially in the provision of a range of services for children. Key among these is child care. More families than ever before are going to need child care in order to become self-sufficient. The State's economic stability and its ability to compete in the marketplace are equally dependent on families' self-sufficiency.

Earlier this morning, we met with parents at the Pre-School Laboratory here on the campus. Many of them waited months, even years, for a slot in the exceptional child care program here at the community college. Some are still waiting and posed the question to us: How much longer will they have to wait? Without adequate child care, these families can not go to work or to school, and the economic livelihood of their families is in jeopardy.

Every family should have a chance to benefit from Florida's good fortune. But while Florida's economy prospers, many families here are not immune from the tragedy of poverty, which has drawn more children into its grasp in this decade. The childhood poverty rate in Florida increased from 17 percent in 1980 to 25 percent in 1986. One-fourth of Florida's nearly three million children—and one-half of Florida's non-white children—live in poverty.

The State is to be commended for recognizing these facts and initiating steps to correct them. Florida has made real progress in expanding its child care resources, with significant state increases in Title XX spending between 1981 and 1986, and innovative child care inititatives for teen parents, preschoolers, and school-age children. The State has made significant efforts to upgrade the quality of child care, including instituting new requirements to register and train family day care providers.

The demand for reliable child care, however, remains overwhelming. While Florida is serving 30,000 eligible children under Title XX, nearly double the number in 1981, at least 25,000 children remain on the Title XX waiting list. In Dade County alone, more than 9,000 children are on the waiting list. We are all too familiar with the consequences. Earlier this year, two Florida children died in a tragic accident because they had been left at home alone. The most disturbing part of the story is that these deaths could have been prevented. Both children had been on the waiting list for child care services for more than a year, but had been left home alone because their mother had to go to work.

I am especially pleased that many of our witnesses today, in addition to sharing their perspectives on the future child care needs of Florida's children, will highlight new and effective efforts in the public and private sectors to begin to meet the challenge of Florida's future and to prevent the tragedies of the past. I look forward to hearing all of your testimony today.

FACT SHEET—FLORIDA'S ECONOMIC FUTURE AND THE CHILD CARE CRISIS FOR FAMILIES

Florida's population growth on the upswing, including more families with young children:

Since 1980, Florida has averaged 893 new residents every day, reaching a total of almost 12 million people in 1984. Between 1980 and 2000, the population is expected to grow by 80 percent. One analysis projects that Florida will soon become the third most populous state in the nation. (State Comprehensive Plan Committee [SCPC], February, 1987; Southern Growth Policies Board [SGPB], October, 1986)

The population growth includes a high proportion of older people, but an even larger share is made up of mobile, working-age heads of households. (Speaker's Advisory Committee on the Future [SACF], March, 1987)

By 1990, there will be almost 800,000 children age 0–4 in Florida, a 39 percent increase since 1980. The number of children ages 5–9 in Florida will reach 803,000 by 1994, a 17 percent increase since 1984. (Prevention Task Force, Florida Developmental Disabilities Planning Council, 1987; Florida Department of Health and Rehabilitative Services [DHRS], Children, Youth, and Families Program Office, 1987)

Florida's economy booms;

In the past decade, nearly 1.9 million new jobs were created in Florida. Between 1975 and 1985, employment in the State increased by 58 percent, more than twice the rate of increase in the nation. Only California and New York have experienced similar job gains. By the year 2000, total employment in Florida is expected to increase by 71 percent, or 3 million new jobs. (SCPC, 1987)

Since 1977, Florida rose from 31st to 19th in the nation in per capita income. Between 1981 and 1984 alone, the per capita income rose by over 20 percent, to $21,763. (SCPC, 1987; SGPB, 1986)

Many children and families left out of prosperous mainstream:

The percentage of Florida's children living in poverty increased from 17 percent in 1980 to 25 percent in 1986. (SCPC, 1987)

Each year Florida's childhood population increases by nearly 60,000. Of these, 18,500 will live in poverty. (SACF, 1987)

As of January, 1986, the maximum monthly AFDC benefit level for a family of four in Florida was only $298. (SGPB, 1986)

More children in working families, but child care in short supply:

Approximately 782,000 of Florida's children ages 0–9 have working mothers and need some form of substitute care. (DHRS, 1987)

The total number of licensed, registered, or officially exempt child care slots in the State still falls far short of the need. Currently, Florida licenses 4,086 child care facilities with a capacity for serving 302,189 children. In addition, approximately 2,600 licensed or registered family day care homes serve almost 15,000 children, not including 1,397 homes pending registration. Another 72,000 children are cared for in statutorily exempt child care facilities such as those with a religious exemption. It is estimated that 212,000 children are cared for in unlicensed or unregistered child care arrangements. (DHRS, 1987).

Waiting lists for child care statewide:

Since 1981, Florida increased Title XX Social Services Block Grant expenditures for child care by 68 percent (from $26 million in FY 1981 to almost $44 million in FY 1986). Still, in February, 1987, there were 23,610 children on the waiting list for subsidized child care in Florida. Thirty-two percent of these children are from families on public assistance who are in training or employed. Over 8,000 on the waiting list are infants. (Children's Defense Fund, 1986; DHRS, 1987)

In 1985, only 14,000 children participated in Florida's Head Start program; 50,000 low-income preschool children are on the waiting list. (DHRS, 1987; SCPC, 1987)

Between 138,000 and 174,000 school-age children statewide are estimated to be "latch-key" children. (Association of United Ways of Florida, 1985; Personal communications, Latchkey, Inc., Pinellas County, 1987)

The Early Childhood Development Association provides subsidized child care to over 2,600 children monthly in Broward County. Over 2,000 eligible children remain on their waiting list. (Early Childhood Development Association [ECDA], March 1987)

In Dade County, there are 4,736 children on waiting lists for child care, and an additional 9,118 children waiting for subsidized child care. By 1989, it is projected that 25,000 additional child care slots will be needed in Dade County. (Ibarra, 1987)

Community Coordinated Child Care for Central Florida reports 2,500 children on their waiting list, almost as many children as are served by the program. (Community Coordinated Child Care of Central Florida, 1987)

Project Playpen, which administers a network of more than 160 licensed family day care homes in Pinellas County, serves 575 children (167 percent increase in five years). They report that 582 eligible infants and toddlers are on their waiting list for subsidized care. During the past six years, the number of infants and toddlers in the county has grown 18 percent faster than has the number of family day care slots. (Cooley, 1987)

Child care saves money:

In 1986, Florida saved $30 million in welfare payments by providing training, employment, and child care for nearly 22,000 dependent Floridians who were placed in jobs. (SCPC, 1987)

Without affordable child care, parents may be forced to leave their children home alone, and may be adjudged as neglected by the courts. Foster care can cost $8,000 a year, compared to child care costs of $2,300 a year. (Levine in The Miami News, Nov. 20, 1986)

A therapeutic preschool in Broward County serving abused children has documented that it costs $4361 per year to maintain a child in their program, but its costs $6,000 per year to maintain a child in foster care. (ECDA, 1986).

Mrs. JOHNSON. Thank you very much, Mr. Lehman, it's a pleasure to be here with you and in your district. It's a very great pleasure to have visited the lab school next door; such a very fine facility that clearly is at the forefront of quality care.

I just, as we start this hearing, do want to point out one of the things that continues to concern many of us in Washington, and that is the irrationality and inequity of current Federal day care policy because, unless we are able to develop a new program—and you can appreciate the difficulties of that with a $200 billion deficit—then nothing that we do in Washington is going to make the dimensions of difference for people, like people who live here in Dade County, that is necessary or needed.

Federal day care policy provides an entitlement to subsidy for those who make enough money to benefit from the tax credit. In other words, if you're fairly affluent, you not only get a day care subsidy in America, but you get it as a matter of an entitlement. So, everyone gets it.

If you are very poor and you qualify for Title XX guidelines, you can get a subsidy if you live near a facility that has a Title XX slot available to you.

And given all those constraints, you were eligible for a subsidy if your income is below the guidelines of Title XX. If your income falls in between Title XX and that level of income that gives you a tax liability that enables you to use credits, you get nothing.

That inequity is wrong. We have to change Federal day care policy so that there is a continuity of both access to subsidy and qualification for subsidies, so that low-income families that earn 7, 8, 10, 12, 14, $16,000 have access to day care subsidies like people who earn 25, 45, 85, 105, $205,000 now have access to subsidies.

If we don't straighten out that fundamental inequity in Federal day care policy, then we will not have done the job that working America needs and, secondly, the tax credit trusts the judgment of those who receive it and requires that it must be spent in a licensed center or wherever the recipient chooses to receive it—to spend it. So, it can be spent on in-home care; it can be spent on your neighbor; it can be spent on your relative.

The tax credit is blind to where you spend it except that it requires expenditures and licensed centers, centers to be licensed centers, and whatever we do to make increased subsidies for working families, we must trust their judgment to the very same degree that we trust the judgment of the tax credit recipients to choose what is best for their children.

And, so, one of my interests here is in understanding more clearly why you have made the regulatory change for registration of family day care homes and whether or not registration has brought some of the underground providers into the regulated system, and how—and what your thoughts are about how we can reach that large mass of providers that are providing so much care for America's children, but who could be blocked from participating if we provide new subsidies to low-income families, and then those families would not have the benefit of that program that we might provide, if we're able to get that far.

So, I'm interested both in Florida's planning and the changes that you have adopted and what your experience has been because we have to develop not only a fair, more equitable policy at the Federal level, but we also have to develop the resource capability in Washington to be able to guide both national policymakers and State policymakers by understanding more clearly who is caring for America's children and what the impact is on home care versus center care and on 2-year olds and 3-year-olds, and answer questions that are critical to the child's care.

I appreciate you being here and appreciate your participation.

I very, very much appreciate Mr. Lehman in chairing this matter.

Mr. LEHMAN. Thank you very much.

Mr. Sawyer.

Mr. SAWYER. Thank you, Mr. Chairman. I am delighted to join Representatives Bill Lehman and Nancy Johnson in this convening of the Select Committee on Children, Youth, and Families hearing on Florida's Economic Growth and the Child Care Crisis for Families.

I think the country is on the brink of a realization that we can no longer deliberate over economic policies without an examination of how those policies affect our nation's families.

Those policies that we normally associate with child care are not simply programs to effect social ends in our country, but really need to be at the cornerstone of education policy, at the cornerstone of economic policy for the entire nation.

Parents should not be forced to choose between the responsibility of raising a family and the necessity of employment. For most families, it is no longer a set of alternative choices for either parent. For low-income families, this dilemma is a very serious problem, particularly for households that are headed by women. Without adequate child care, employment is impossible.

Often when child care is available, it is far too expensive and, ironically, itself becomes an obstacle to employment.

One of my first legislative initiatives was a proposal to assist low-income families by enhancing the Dependent Care Block Grant Program that is contained in the Human Resources Act. My legislation, H.R. 2105, would remove the prohibition in certain circumstances against the use of funds under this grant program for operating expenses.

In some communities the availability of operating expenses—that is, the money for day-to-day necessities—often spells the difference between the success or failure of a child care center.

I'm confident that that small, rational additions to the Dependent Care Block Grant will aid communities in their effort to provide before and after-school systems to parents who are searching for quality dependent care services and the opportunity to seek employment at the same time.

Again, I would like to thank Congressman Lehman for holding these hearings, and I look forward to hearing the testimony of the panelists.

Mr. LEHMAN. I thank both of my colleagues for being here today, and I am fortunate to have you with us.

At this time I would like to call Panel Number 1 up to the table, and we can begin with our testimony, Mr. Goode, Ms. Marilyn Evans-Jones, Susan Muenchow—I think Ms. Jones may not be here—Marva Preston, Barbara Mainster, Sarah Greene and Guy Cooley.

And we'll begin with a statement from Mr. Goode, and Ray and I have known each other for many years, and I think he had just come down from West Virginia to take over the Miami-Dade Coalition last time.

STATEMENT OF R. RAY GOODE, STATE COMPREHENSIVE PLAN COMMITTEE, CORAL GABLES, FL

Mr. **Goode**. Thank you very much, Mr. Chairman. This is good. South Florida welcomes Representative Johnson, and our thanks to you for exceptional leadership you have given the entire subject hearing for today, and Representative Sawyer for being here from Akron. That is almost like a sister city to Miami because of the impact that Jim and John Knight and the Knight Company and the Knight Ridder had on our area, where they individually, and the Knight Foundation in addition, have poured literally tens of millions of dollars into the betterment of this community.

It is my pleasure to—let me say first, also, in behalf of Congressman Lehman, he is one of our favorite public servants; has been for many years, but a lot of people in Dade County recognize him as being almost singularly responsible for our balanced transportation service.

Mr. **Lehman**. I thought you were going to say our Alabama bill.

Mr. **Goode**. I remember you from those days.

But in addition to this, his sensitivity to the broad range of the needs of our community is really—has really served us so well.

I'm personally familiar with the work he's done with our United Negro College Fund, a college that is located here in Dade County, where his support has been absolutely essential to the furtherance of Florida Memorial College, which is a small, predominately black school, only about 3 miles from here but, again, on behalf of that college family, Congressman, we thank you.

It's my privilege to run through the numbers. This probably will not be the presentation of the most appeal today, but I think I have set forth for you, for the record, as much as possible a statistical profile of Florida and what's happening in terms of our job growth, our population increases and, of course, the resultant things that happen in terms of the need for child care.

We have been characterized by growth in Florida for the past 25 years or so. At the same time, we have been the State of relatively low taxes. It sounds like a winning combination to more people, fewer taxes, but it surfaces some fundamental problems that we're seeing more and more each day now.

I think that perhaps the best determinant of need, whether it's physical need that is the infrastructure of a community or the human side, that perhaps can best be logged by watching the population growth. And since 1980, as you came here last night, I assume, and as you will leave today, based on the average since 1980, 893 new persons will have moved to Florida in that 24-hour period.

So, when you personalize it to that level, over 300,000 a year since 1980, and 893 a day, then it tells you that if you're not very careful, you can get very much behind in meeting the needs of that kind of an increase.

We have the State Comprehensive Planning Committee, a committee appointed by the Governor and the President of the Senate and Speaker of the House in Florida two years ago that was charged with determining the levels of need based on all these population characteristics and other factors, and then also determining ways to fund that.

And in looking at other growth states and doing a variety of analytical work, we were able to determine, based on the population growth, the areas that have greatest need and also how to measure.

As an example, based on that population growth I've just mentioned, we need about two new miles of highway in Florida every day just to—just imagine that, or two new classrooms and two new teachers every day.

Same for police officers or prison beds. Some 110,000 gallons of fresh water every day to meet that kind of population growth, and the business formation and the job formation that it produces.

So, similarly, we looked at the soft side, if you will, the human services side, and in the area of children and families, each day as our state grows, we need services for some 14 additional children every day in some kind of a stabilized day care program, and support for some 3 children additionally every day who have some degree of emotional disturbance, and some aid for 10 additional children that are mentally disturbed, and then assistance for some 19 applicants every day, every new day, under the Aid to Families With Dependent Children Program.

So, this combination of growth and low taxes, I wouldn't want to say, certainly, by any means, that it has all been negative. In fact, total employment in Florida has increased by over 56 percent in the last decade from some 3 million to about 5 million employed persons in Florida now or in excess of 200,000 new jobs a year.

Now, critical to your work on this Select Committee, in that same period of time, women have become even a larger percentage of the working force in Florida. In 1980 they numbered about a million and a half of the 4 million jobs that we had in Florida, about 39 percent and a half of the work force. In 1985 that number has moved up to almost 45 percent.

So, in our work, we knew that as the population grows, the list of the needs each day in Florida would grow as well. Our quality growth, which very much includes future quality employment, will depend on attracting new job-producing industries. We try hard to bring in new corporate headquarters and major industry, regional offices, research and development facilities, and so on.

These types of industries look for the attributes reflected from investment to—that the State has made in a lot of areas and, certainly, the area you're addressing today is an important one.

Job relocation potential on the part of employers, they not only look for a good physical infrastructure, the capital improvements in place, but they take more and more note of the human needs as well.

As the Florida Comprehensive Planning Committee looked at those needs and contemplated Florida's future, we set forth a few attributes that we feel are the key to Florida's future. Let me just mention those I've mentioned earlier: a sound physical infrastructure, protected, well-managed natural resources, an educated and a motivated work force that is supported by adequate human resources and, perhaps that is the critical line item for you today, the educated and motivated work force supported by adequate human resources.

We also look at quality universities, the attractive quality of life, a regulatory atmosphere that encourages enterprise and fiscal stability.

Now, specifically, the area of Children and Youth, the State Conferencing Plan passed by the Florida Legislature provides that or plans that Florida shall provide programs sufficient to protect the health, safety and welfare of its children.

For many of Florida's children, unfortunately, the future will be dimmed by a present that really doesn't offer them the full range of services and, quite often, can lead to misuse and deprivation.

Often as a result of no care or inadequate care, as Representative Johnson and Chairman Lehman just mentioned earlier, the inadequacies of care, while one or both parents, depending on whether it is a 1- or 2-person household, if they are working, then inadequate care or no care is really a formula for disaster.

In sheer numbers, then, the number of children in Florida increased from roughly half a million just in this decade from 80 to 85. Sometimes we think of Florida as a state that we all retire to, but the fact of the matter is a lot of folks are moving here for jobs. They are younger people, and they do have children.

This growth is scheduled to continue with children between the ages of zero and 17, numbering nearly 3.1 million by the end of this century.

Children below the age of 5 will represent a significant part of this increase. We're estimating that Florida's population in the zero to 4-years-of-age range will increase from 570,000 to roughly three-quarters of a million or, in 1985, from 80 to 85, or an increase of 31 percent.

Now, while that pace will probably slow, Florida is still estimated to have some three-quarters of a million children in the zero to four-year-age range in the year 2000. So, we can see a constant continuing need for a variety of child care services.

The darker side of our picture concerning children is that right now, about a fourth of our 3 million children in Florida, and that would be almost a half of Florida's non-white children, live in poverty or near that level, and those numbers are growing rapidly. Some 22,000 children are on the waiting list for subsidized day care in Florida, a remarkable number.

Then—but beyond that, early childhood education is just as critical to the long-term educational achievement of these children, particularly from the lower income families yet, in the face of that, some 50,000 pre-school children in Florida are waiting for openings in the Head Start or some of the other programs that—where they just don't have the openings because of funding. Two-thirds of Florida's poor children are not adequately covered by Medicaid.

I think Congressman Lehman and others of us are happy to note that the 1987 session of the Florida Legislature has taken some action to correct our position in Florida. We have had a miserable history of not even matching the available Federal funds in the Medicaid Program and, hopefully, some of that will be corrected. I am sure you will hear further testimony on that today.

Again, looking at Florida's employment picture, it's projected to increase another 36 percent in the decade that we're in now, 1985 to 1995 and, of course, this will provide tremendous employment opportunities.

We believe that the trend for women in the work force will continue through this decade just as well. That is a lot of quality of life investments that must be made if we're to provide both the physical and the human infrastructure to match this growth.

Our State Comprehensive and Planning Committee, recognizing the need for Florida to become a more or a full partner with the Federal government in all of these areas, recommended a broadening of the tax base in Florida, particularly the sales tax in Florida.

In Florida we have a constitutional prohibition against a personal income tax. Most local governments have a constitutional limit on—well, they don't have a constitutional limit on property taxes, and most of them are nearing—many of the urban governments in Florida are nearing that cap. So, we look to the sales tax in Florida as our bread and butter, literally.

And our committee recommended a substantial broadening of that base. It was approved by the Florida Legislature and has created a lot of additional income where we believe the State has the opportunity to become a fuller partner.

So, with this broadening of the sales tax, we believe that it just will take a little time, but also the leadership of Florida, to bring us into a fuller partnership with the Federal government.

We're very happy that you are here today, and you will hear other testimony today from folks who are directly involved in these programs, certainly much more than I.

But, I just wanted to give you a statistical overview and to let you know that the work of the State Comprehensive Planning Committee has to try to mend, to heighten the consciousness of the Florida Legislature in the leadership of the State administration to get more involved in this entire area.

We thank you and we thank all those other Dade Countians to testify before you, for your Select Committee.

Mr. Lehman. Thank you, Mr. Goode.

What we'll do is run down the panel, and we would like you to compress your statements as much as you can and spend as much time on questions and answers as we can.

I will take the next person, Susan Muenchow, and I know we have your summary here, but you go ahead and use whatever time you have to, but help us on time, if you can.

[Prepared statement of R. Ray Goode follows:]

PREPARED STATEMENT OF R. RAY GOODE, MEMBER, STATE COMPREHENSIVE PLAN COMMITTEE, CORAL GABLES, FL

Over the past twenty-five years Florida has been characterized by high growth and low taxes. This would appear to be a winning combination, but it masks some fundamental problems that surface more and more each day.

Since 1980 we have averaged 893 new Floridians each day. In that same period, taxes in Florida, as a percentage of state personal income, have diminished; today we are 47th in the nation in state and local taxes as a percentage of state personal income.

Each day, as our state grows, we need nearly two miles of new highways, almost two new classrooms, almost two new teachers, two additional police officers, one more local jail cell, and two more state prison beds.

In the area of children and families, each day as our state grows, we need services for fourteen children in subsidized day care, support for three children who are abused or emotionally disturbed, aid for ten children who are mentally disabled, and assistance for 19 applicants for aid to families with dependent children.

In the face of this growth, taxes as a percentage of personal income in Florida are projected to drop from 8.1 percent in 1986 to 6.7 percent in 1995, if the sources of revenue for government remain the same as before the 1987 session.

The combination of high growth and low taxes has not brought all bad news to Florida. In fact, total employment in Florida has increased by 56.5 percent, from approximately 3 million in 1975 to over 5 million in 1985.

In that same period of time, women have become a larger percentage of the work force in Florida. In 1980 only 1,589,000 of the 4,017,000 people employed in Florida were women - a mere 39.5 percent of the work force. In 1985, this measure reached 44.7 percent.

In the future, however, the combination for our past success will serve to deter our future prosperity. As our population continues to grow, the list of needs each day for Florida grows as well. As that list gets bigger, our low taxes and a narrow and inelastic base will have caused us to fall farther and farther behind in meeting those needs. Our quality growth, which very much includes future quality employment, will depend on attracting new job-producing industries such as corporate headquarters, distribution and service centers, regional offices, and research and development facilities. These types of industries look for attributes reflected in the investments a state has made in some specific areas, including the area you are addressing today.

The State Comprehensive Plan Committee, of which I am a member, was established by the Florida Legislature to compile the needs of the state of Florida and to suggest the means to pay for those needs. As we looked at those needs and contemplated Florida's future growth, we termed the attributes which industry now seeks, "The Keys to Florida's Future." These keys to Florida's future and to competition for quality growth in the new global economy are:

- a sound physical infrastructure;
- protected and well-managed natural resources;
- an educated and motivated work force supported by adequate human resources;
- quality universities and research and development institutions;
- an attractive quality of life;
- a regulatory atmosphere that encourages enterprise; and
- fiscal stability, characterized by reasonable tax rates and prudent spending policy.

The State Comprehensive Plan Committee feels that Florida's State Comprehensive Plan and its Growth Management Act are an attempt to put these keys to the new competition in the hands of the people of the state of Florida. Specifically, the State Comprehensive Plan provides goals and policies for state government and local government in Florida to meet the needs of the future. What are these needs and what are some of the goals and policies?

Specifically, in the area of children and youth, the State Comprehensive Plan proclaims that Florida "shall provide programs sufficient to protect the health, safety and welfare of its children." For many of us, our dreams for Florida are personified by our children. Our children truly are our future - the future of our state and indeed our country. For many of Florida's children, the future will be dimmed by a present that offers them only abuse, deprivation, and neglect. What does this forecast for the future of our state?

In sheer numbers, the number of children in Florida increased from 2.1 million in 1980 to nearly 2.6 million by 1985. This growth will continue with children between the ages of 0-17 numbering nearly 3.1 million by the year 2000. In fact, children below the age of five will represent a significant part of this increase. Florida's population from the age of 0-4 years old increased from 570,224 in 1980 to 747,681 in 1985. This is an increase of 31 percent. The increase will continue, though at a lower rate, and Florida is estimated to have nearly 764,253 children from 0-4 years old in the year 2000.

Florida has needs today which cannot be met under our present sources of revenue. The population increases I have outlined above will only add more pressure to the state as it attempts to fulfill the goals and policies of the State Comprehensive Plan.

Right now one-fourth of Florida's nearly 3 million children - and one-half of Florida's non-white children - live in poverty and their numbers are growing rapidly. One way to enhance the health, safety, and welfare of our children is through quality day care. The importance of quality day care to low income children and low income families cannot be overstated. Yet quality pre-school education and safe, accessible, affordable quality day care are out of the reach for the working poor in Florida. Today about 22,000 children are on the waiting list for subsidized day care in Florida. Further, with the growth in population of children which is projected, and with increased employment statistics, both total and for working women, the pressure on public day care can only be increased.

Beyond day care, early childhood education is critical to long term educational achievement. Yet 50,000 poor pre-school children in Florida are waiting for openings in "Head Start" that don't exist because of recent cutbacks.

In the area of overall human services, again Florida today does not fare well. Two-thirds of Florida's poor children are not adequately covered by medicaid. One-fourth of all Florida's children have not been seen by a doctor in the past year. One-tenth need special education.

All of our prospects for Florida are not dim, however. Employment is projected to increase another 35.5 percent from 1985-1995, and this will provide employment for approximately 83 percent of Florida's estimated population between the ages of 15 and 64. The upward trend for women in the workforce is expected to continue to the end of the decade, as well. But a lot of "quality of life" investment must be made if we are to provide both the physical and human infrastructure to match this growth. To meet this investment need, the State Comprehensive Plan recommended, and the 1987 Legislature implemented, a broadening of our major source of revenue, the state sales tax. After July 1, 1987, the sale of service, which had heretofore been exempted from taxation, will now be taxed. The enhancement of the sales tax base was one of the few avenues open, since Florida's Constitution prohibits a personal income tax, and an increase in the current rate without a broadening of the base would have had a greater negative impact on individuals.

In general, after a year and a half's work, the State Comprehensive Plan Committee has concluded that Florida's past formula for success will serve as a catalyst for its deterioration in the future: high population growth; increasing needs; low taxes, and an inelastic tax base. What is needed in Florida to implement the goals of the State Comprehensive Plan dealing with children and families and all the other goals is more revenue and a growing source of revenue. The State Comprehensive Plan Committee recommended and the Florida Legislature implemented a broadened sales tax base. Now time and leadership will determine if this measure will provide the Keys to Florida's future.

STATEMENT OF SUSAN MUENCHOW, GOVERNOR'S CONSTITUENCY FOR CHILDREN, TALLAHASSEE, FL

Ms. MUENCHOW. Okay. Thank you very much, Congressman Lehman and Mr. Sawyer and Mrs. Johnson. It's a pleasure to be here today.

Marilyn Evans-Jones, the Vice-Chairman of the Governor's Constituency for Children, would very much have liked to be here today. She extends her greetings and gratitude to you for your concerns about the child care in Florida.

Florida has demonstrated its commitment to the importance of subsidized child care. Since 1980, the State has more than doubled its expenditure for child care. Last year, for example, the State provided an extra $4 million for day care; this year, under Governor Martinez, an additional $5 million was appropriated.

Despite this increase, Florida has 25,000 children on the waiting list for subsidized day care now 3,000 more than we did when the State Comprehensive Planning Report was written, 2,000 more than we had just a few months ago. What lies behind Florida's child care waiting list problem?

Well, the chief culprit, as Mr. Goode outlined for you, is our relentless growth. The fact is that we need 14 new child care spaces a day, which adds up to nearly 5,000 a year. So, it seems that for every one step forward we take in child care, we fall two steps further behind.

Who are these 25,000 children on the waiting list? Well, I can tell you about one of them who called our office in Tallahassee last week, and her name is Mrs. Brenda Morrow.

Mrs. Morrow lives with her husband and three pre-school children in a trailer in Tallahassee. Her husband works full time, but he earns less than $10,000 a year, and the family is on food stamps.

To ease the family's budget, Mrs. Morrow applied for a Federal Job Training Partnership Act Training Program in computer programming. She took the test and she was accepted, and she could start this program in August.

Then she called the local subsidized day care agency, and was told that it will be two years before she can get a spot for even one of her children on the waiting list.

It's a sad irony that if Mrs. Morrow were willing to leave her husband and go on welfare, she could go to the top of the State's day care waiting list. She still would have to wait, but at least she would have one of the top priorities. As it is, because she is not quite poor enough, she is near the bottom. Sometimes, as you already know, the waiting list is not a safe place to be.

The two little boys that Congressman Lehman mentioned had been on the waiting list for over a year and a half. One day their mother had to go to work, and the babysitter didn't show up. The mother left the little boys alone. They crawled into a clothes dryer, and that was their child care arrangement. They died.

Part of Florida's child care problem is an inadequate supply of day care. We have licensed day care for only about half of the over 782,000 children ages zero to 9 that are estimated to be in the need of care. There is also dissatisfaction with the quality of care in Florida, which has one of the lowest, if not the lowest, set of minimal day care standards in the nation. Nevertheless, the chief problem is that families like Mrs. Morrow's cannot afford to purchase the child care that is available.

I asked Mrs. Morrow, "Have you checked with the vocational technical school where you're going to take the computer training? Could you maybe get a discount on day care in that particular day care center?" And she said, "Well, I've already checked and, yes, there are places for my children in that center and, yes, there is a discount. It's $6 a day per child, but for 3 children, that adds up to $90 a week." Clearly, that is an impossible amount for someone in her income bracket.

So, what are we doing in Florida to address these problems? First, as mentioned earlier, we have been steadily expanding the subsidized day care program. We do have 29,000 children being served now, nearly twice as many as we had in 1980. It would cost us $43 million to eliminate entirely the current waiting list. In addition, as Mrs. Johnson mentioned, there are many more people, just a little bit above, I believe, the $15,000 cutoff level for Title XX subsidized care, who cannot afford to pay the full price of child care.

One of the barriers to the expansion of subsidized day care is the 12½ percent local match requirement which discourages many child care providers from participating. Another is that the State pays only a maximum of $38.50 a week per child for pre-school care for less than the market price of quality care in metropolitan areas.

So, there are things that we need to address to make the subsidized day care program work more effectively.

We do have a new program just initiated by the 1987 Legislature called Project Independence, which may eventually be something good for day care. It may build more public support for it because it's designed to encourage welfare recipients to trade welfare checks for paychecks and provides 3 additional months of day care for those people who are enrolled. But, I think you can see the problem right there. In the short run, Project Independence will increase the number of people who need assistance with child care without helping the people like Mrs. Morrow, who never went on welfare in the first place.

What else is Florida doing? Under Governor Martinez, this year the State tripled the expenditure for a pre-kindergarten program for disadvantaged children. This is a program which tries to tap the Department of Education funds for some of Florida's child care problems for disadvantaged children, and it allows school districts to contract with Head Start or subsidized day care to provide part of that care.

Also, we have been able to pilot school age child care programs in 7 of Florida's counties. The start-up funds come from a combination of State general revenue and the dependent care monies you mentioned, Mr. Sawyer. We're spending about $500,000 on that program, and it's going to be expanded this year.

Florida is also providing some programs for day care for teenage parents.

A 1985 survey showed that 60 percent of the teen mothers who dropped out of school in Florida did so because of lack of child care.

So, in the 1986 and 1987 Legislatures, they have provided $750,000 in incentive grants for school districts, 16 of them to set up child care services for children of teen parents. Many more teen parents need child care. Of the 15,000 school-age mothers in Florida, this program currently serves approximately 300. So, we have a long way to go.

One of the most promising child care developments in Florida is employer-sponsored care. I think you will hear more about that. But, I wanted to tell you that the 1985 Legislature provided funds to establish the State's first on-site child care center, and our preliminary findings from the Department of Administration survey show it has been very successful in reducing absenteeism and improving employee morale. The center has been cited as a model program by the New York City Conference Board, which is a think tank. In addition, over 90 businesses in Florida provide some kind of child care assistance.

Given the number of children who need subsidized care, however, there is no substitute for increased assistance for the Title XX day care program. We have to have more State commitment, and we have to have more Federal commitment. Even the effectiveness of employer-sponsored day care frequently depends upon having Title XX assistance. For example, one-third of the children in the State employee day care center I mentioned receive a Title XX subsidy. Combine an employer-sponsored subsidy of $25, with $25 in Title XX assistance and you have enough money to finance a quality program.

Families like Mrs. Morrow's family can no more afford the full cost of child care than they could afford the full cost of their children's education. I think we have to begin taking that problem seriously.

Thank you.

Mr. LEHMAN. Thank you very much.

Our next witness is Barbara Mainster, President of the Florida Child Care Providers Forum.

[The prepared statement of Marilyn Evans-Jones and Susan Muenchow follows:]

PREPARED STATEMENT OF MARILYN EVANS-JONES, VICE CHAIRMAN, GOVERNOR'S CONSTITUENCY FOR CHILDREN AND SUSAN MUENCHOW, ACTING DIRECTOR OF THE GOVERNOR'S CONSTITUENCY FOR CHILDREN, TALLAHASSEE, FL

Congressman Lehman and Committee Members:

Thank you for this opportunity to speak about child day care in Florida. As acting director of the Governor's Constituency for Children, I am delivering the testimony today for Marilyn Evans-Jones, the Constituency's vice chairman. Mrs. Evans-Jones asked me to thank you for your interest in Florida's child care initiatives. She regrets that she is unable to be here today.

Florida has demonstrated its commitment to the importance of subsidized child care. Since 1980 the state has more than doubled its expenditure for child care. According to the Children's Defense Fund, Florida is one of only 15 states that has increased the number of children served despite reduced federal funding for child care. Last year, for example, the state provided an additional $4 million for subsidized child care. This year, at the request of Governor Martinez, the state appropriated an additional $5 million for child care. Despite this increase in child care funding, however, Florida now has over 25,000 children on the waiting list for subsidized day care, 2,000 more children than we had last year at this time.

What lies behind Florida's waiting list woes? The chief culprit is the state's relentless growth. Since 1980, we have averaged 893 new residents every day, 6,268 every week, 325,960 every year. Each day, as our state grows, we need services for

14 more children in subsidized day care. Each year, we need child care assistance for 5,000 more children. It sometimes seems that for every step forward Florida takes in child care, we fall two steps further behind.

Who are the 25,000 children on the waiting list? They include the three preschool children of Barbara Morrow, who called the Constituency's office last week. Mrs. Morrow lives with her husband and children in a trailer in Tallahassee. Her husband works full-time, but the total family income is less than $10,000 per year. To ease the family budget, Mrs. Morrow recently applied for the Job Training and Partnership Act program. She has been accepted to start computer training in August. But with a waiting list of 2,376 children for subsidized child care in her area, Mrs. Morrow has been told she will have to wait two years for any assistance with child care. It is a sad irony that if Mrs. Morrow left her husband and went on welfare, she would immediately have top priority on the day care waiting list; as it is, she is near the bottom.

Sometimes the waiting list is not a safe place to be. Last summer, two little boys in Miami were left alone when their babysitter failed to show up and their mother had to go to work. The unsupervised boys, ages three and four, climbed into a clothes dryer and were killed. It was later revealed that the boys had been on the day care waiting list for over a year.

Part of Florida's child care problem is an inadequate supply of child care, especially infant care. Based upon our most recent population figures, approximately 782,000 children in

Florida ages 0-9 have working mothers and are therefore in need of some form of substitute care. We currently have licensed child care for nearly half of these children, including 302,189 in center care and 15,000 children in licensed or registered family day care. An additional 72,000 children are estimated to be cared for in statutorily exempt child care situations such as those facilities which have a religious exemption.

Although there is an inadequate supply of child care, Florida's primary child care problem is that low-income families cannot afford the child care that is available. Mrs. Morrow, for example, has found places for her children in the day care center in the vocational-technical school where she will take the computer training. Her problem is that she cannot afford the $6 per day per child, or $90 per week for three children, that the center charges.

What is Florida doing to make child care more available and affordable?

First, as mentioned earlier, the state has been steadily expanding subsidized day care programs under the Department of Health and Rehabilitative Services to serve an estimated 29,000 children from low-income families who are employed or in training. These services are primarily funded through Social Services Block Grant monies (62.2 percent), state general revenue (25.3 percent), with the remaining funds collected locally (12.5 percent). Using these funds, Florida currently spends $55 million on child day care. It would cost an additional $43 million to eliminate the state's day care waiting list.

Recognizing that one of the barriers to expansion of subsidized day care is the 12 1/2 percent local match requirement, which discourages interested child care providers from participating, Governor Martinez this year proposed the elimination of the local match requirement for those children placed in day care because of abusive or neglectful home situations. Also under consideration is a proposed rate increase to attract more providers for subsidized care.

Another new state initiative, Project Independence, is expected eventually to help build more legislative support for state investments in subsidized child day care. Project Independence is a welfare reform measure designed to help training program participants trade welfare checks for paychecks. In the short run, however, there is concern that Project Independence may increase the demand for subsidized child day care among welfare recipients without assisting the Mrs. Morrow's of our state -- low-income women who are already on the day care waiting list, but who are not on welfare.

To address the state's growing child care needs, Governor Martinez is encouraging schools to help out. Building on an initiative begun last year, the state just tripled the appropriation for our prekindergarten program for disadvantaged children, bringing the total appropriation to $1.7 million. Unlike prekindergarten legislation in many other states, Florida's program encourages school districts to contract with Head Start or existing quality day care providers rather than to operate programs directly. Before a district is eligible to apply for any state funds for preK programs, it must establish an early childhood education advisory council composed of representatives from the various child-care agencies as well as early childhood school staff. The idea is to encourage communities to work together to make the most of their limited child care resources.

During the past year, Florida has also been able to pilot school-age child care programs in seven of Florida's counties. Start-up funds for these programs come from state General Revenue and federal Dependent Care monies. Five hundred thousand dollars was appropriated for the school-age program this year, which will facilitate its expansion to several more communities as well as the continued operation of a statewide clearinghouse on after-school care. The state will explore the establishment of a network of family day care homes for school-age children during the next year, as well as funding for a project for middle-school age children.

In yet another initiative to involve schools as a partner in providing care for the state's most vulnerable children, Governor Martinez was successful in continuing a day care program for teen parents. In 1985, a legislative survey of alternative education programs showed that 60 percent of the teen mothers who dropped out of school did so for lack of child care. In response to this problem, both the 1986 and 1987 legislatures appropriated $750,000 in incentive grants for 16 school districts to set up child care services for children of teen parents. Although this teen day care program currently serves less than 300 of Florida's 15,000 school-age mothers, it has helped raise the schools' awareness of the need for child care as a tool for dropout prevention.

One of the most promising child care developments in Florida is employer-supported care. At the request of then-Governor Graham, the 1985 Legislature provided funds to establish the state's first on-site child care center in the Department of Highway Safety and Motor Vehicles. Preliminary findings from a Department of Administration survey of the center's effectiveness in reducing employee absenteeism are encouraging. The center has also been cited as a model program by New York City's Conference Board, a corporate "think tank" which researches employee benefits. The Martinez administration has just approved the center's expansion to serve 20 more babies, the age group for whom parents have the hardest time finding quality care.

Finally, an estimated 90 businesses in Florida provide some form of child care assistance, whether on-site child care, information and referral, or paying a portion of the employee's child care costs in a private center. Several bills were introduced but not passed by the Florida Legislature this year to provide corporate income tax credits to employers who provide child care assistance. In addition, the state is developing public information materials to explain the federal tax provisions which allow employers to withhold a portion of an employee's salary to finance child care before taxes are assessed.

Given the numbers of children involved and the diversity in the types of child care Floridians prefer, it is doubtful that there is any single solution to Florida's growing child care needs. The Governor's Constituency for Children is hoping to find a community-funded scholarship for Mrs. Morrow's children to attend a safe child care arrangement. But for the thousands of children like them, expansion of state and federal subsidies is essential. Even the effectiveness of corporate involvement in day care frequently depends upon being combined with a state subsidy: Add a $25 voucher from an employer to $25 of state assistance, and many low-income employees could afford to purchase the child care of their choice. Families like the Morrows can no more afford the full cost of child care than they could the full cost of their children's education. If we care about our children, all Floridians are going to have to help pay for decent child care.

STATEMENT OF BARABARA MAINSTER, FLORIDA CHILD CARE PROVIDERS FORUM, IMMOKALEE, FL

Ms. **Mainster**. Thank you for the opportunity and honor to appear before you. If ever we needed good, strong supporters in Congress for children, it is now.

As current president of the Child Care Providers Forum, advocating for the 30,289 children in subsidized child care and the 22,000 on waiting lists, may I also express my gratitude for this hearing taking place in Florida.

I just want to tell you very briefly what the Forum is because, as I have been around the country just a little bit, I realize that Florida has done something for child care, and lots of it is due to the establishment of this Forum that your other states have not.

The Forum is an advocate for underground and all people who provide service for children in subsidized child care services. We advocate for children. I think we're largely to credit for getting more and more money every year for more subsidized slots. We also share information and don't recreate the wheel. We disseminate concepts, ideas and information.

I wish we could have a group like this in every state because I think we would get a lot more done.

I plan to give you some information relating to the needs of the rural farm worker population, which is of great importance in our state as we plan for future growth.

To start with, you will notice that I use the term "farm worker" instead of migrant. This is to include all farm workers, both those who might migrate north to Ohio in the summer months, and those who have stopped migrating and work mostly in citrus for the 9- or 10-month season, and then kind of hang in for the summer.

In the former, in Florida, the true migrants are mostly Mexican Americans and, the latter, known as seasonal farm workers, are mostly blacks. Haitians are now falling into both categories but leaving the migrant stream quite rapidly.

The total farm worker population is extremely important to Florida's economy, and the children are our main concern.

Our organization, Redlands Christian Migrant Association, has been directly operating child care centers in Florida since 1965.

We began in Homestead with some 75 children and now serve over 3,500 children annually in 14 Florida counties at 46 program sites using funds from Title XX, Migrant Head Start, Department of Education, USDA Food Program and local support by the county governments, United Way, agricultural industries, churches and private donations.

We operate each of these programs which keeps us very close to the daily issues of runny noses, first words, chicken pox, backed-up toilets and parents needing care. Among our programs are four family day care networks, all in rural areas, totaling 53 homes.

The needs in rural areas have always been less evident than in urban areas for the obvious reason of geography. Society can ignore Immokalee's existence, but it's pretty hard to miss Miami.

Parents in rural areas all over the country share the problem of finding child care within reasonable reach of their homes and their work. Suitable buildings for child care are scarce in rural areas and local financial resources, so essential for matching purposes, are also less abundant. These problems are a given to any group working in rural areas.

Now, what are the particular needs of farm workers as it relates to the future? First, I would be remiss if I did not credit the wonderful State Comprehensive Planning Report, which Ray Goode outlined, and the Sunrise Report for their contributions to all of us in Florida.

With this information, we do have a chance of understanding and, hopefully, come to grips with the incredible future growth of our state. Both documents, however—I am sorry Ray Goode left—gave very little attention to the recent freezes which have so heavily impacted on our future agriculture, particularly citrus. Agriculture is the second-largest industry in our state, second only to tourism.

The farm worker well represents the work ethic that built this country, and the agricultural grower represents the—quote—rugged individual.

Most people in citrus have a family history in citrus, and even when big corporations get involved, they tend to hire these people. So, when it freezes for four years in a row above the midline of the state, they decided to move to Southwest Florida and start all over again.

For the Floridians among you, by Southwest, I mean Collier, Hendry, Lee, Glades, Charlotte and DeSoto Counties.

Quite recently, the South Florida Water Management District has issued water permits in excess of 265,000 acres of new citrus planting. These acres will be in commercial production for—in 6 to 7 years and peak production within 10. Water permits are only issued after the presentation of exhaustive professional studies and charting of the acreage at considerable expense to the owners.

I emphasize this so that there will be a clear understanding that individuals or corporations making such heavy investments in water permit planning are not likely to change their plans once permits are issued.

Another relatively new development that ensures this growth is the recent ruling relating to Brazilian citrus, which gives Florida citrus trees the protection from unfair trade advantages that it did not previously have. Back to the figures.

There are currently a little over 600,000 acres of citrus in production in the whole State of Florida. This means the addition of 265,000 acres, a conservative one-third percent—one-third increase, allowing for land that gets set aside for wetlands. It is all coming to this one 6-acre—6-county rural section of our state.

Using estimates—and I know you heard a lot of figures, but these are a little different. You are all going to become experts on farm land—using estimates of 71 hours to harvest 1 acre of citrus, we compute 13,921 farm workers working an average of 30 hours a week for a 34-week season will be needed just to harvest this new citrus.

In addition, the agricultural extension agent states one full-time worker per hundred acres is needed to care for the grove, and eight-tenths of a full-time job is created in non-agricultural work for each 100 acres of citrus. This adds 3,600 people in jobs, and most of them will have children.

Being very conservative for discussion sake, let's assume that this new agricultural work force of 17,251 persons are all married couples, giving us 8,760 new families in the area, dividing it in half.

A Department of Health and Rehabilitative Services estimate of migrants computes to 2.7 children per migrant family. This now gives us 23,652 new children of which approximately 5,390 will be birth to 5 years of age, and all will need child care for 10 hours a day with a good educational component.

I recognize you represent our entire nation, but I hope this unusual boom in a relatively small area of Florida stays with you in your planning.

For farm workers, child care is often a life-or-death situation. Children without child care die in accidents in groves and vegetable fields every year. That's where they have to go when there is no child care.

I ask your special recognition of these children at the bottom of the heap and look forward to your help during the next 10 years. Thank you.

Mr. LEHMAN. Now, let us return to Marva Preston, who is with the City of Miami Police Department.

[Prepared statement of Barbara Mainster follows:]

PREPARED STATEMENT OF BARBARA MAINSTER, STATE PROGRAM COORDINATOR, REDLANDS CHRISTIAN MIGRANT ASSOCIATION, IMMOKALEE, FLORIDA

Thank you for the opportunity and honor to appear before you. If ever we needed good strong supporters in Congress for children, it is now. As current president of the Florida Child Care Providers Forum, advocating for the 30,000+ children in subsidized child care and the 22,000 on waiting lists may I also express my gratitude for this hearing taking place in Florida. I plan to give you some information relating to the needs of the rural farmwoker population which is of great importance in our state as we plan for future growth.

To start with, you notice I use the term farmworker rather than migrant. This is to include all farmworkers, both those who might migrate north in the summer months and those who have stopped migrating and work mostly in citrus for the 9-10 month season and "hang in" for the summer. In Florida, the former, the "true migrant" are mostly Mexican Americans and the latter, known as "seasonal farmworkes" are mostly Blacks. Haitians are now falling in both categories, but leaving the migrant stream quite rapidly. The total farmworker population is extremely important to Florida's economy and the children are our main concern.

Our organization, Redlands Christian Migrant Association has been directly operating child care centers in Florida since 1965. We began in Homestead with some 75 children and now serve over 3500 children annually in 14 Florida counties at 46 program sites using funds from Title XX, Migrant Head Start, Department of Education, USDA Food Program, and local support via the county governments, United Ways, agricultural industry, churches and private donations. We operate each of these programs, which keeps very close to the daily issues of runny noses, first words, chicken pox, backed up toilets and parents needing care. Among our programs are four family day care networks, all in rural areas totalling 53 homes.

The needs in rural areas have always been less evident than in urban areas for the obvious reason of geography - society can ignore Immokalee's existence but it's hard to miss Miami! Parents in rural areas all over the country share the problems of finding child care within reasonable reach of their homes and their work. Suitable buildings for child care are scarce in rural areas and local financial resources, so essential for matching purposes, are also less abundant. These problems are given to any group working in rural areas.

Now what are the particular needs of farmworkers as it relates to the future? First, I would be remiss if I did not credit the wonderful State Comprehensive Plan Report and the Sunrise Report, both recently published, for their contributions to all of us in Florida. With this information, we have a chance to understand and hopefully to come to grips with the incredible future growth of our state. Both documents, however, gave very little attention to the recent freezes which have so heavily impacted our future agriculture - particularly citrus.

Agriculture is the second largest industry in our state, second only to tourism. The farmworker well represents the work ethic that built this country and the agricultural grower represents the "rugged individual". Most people in citrus have a family history in citrus, and even when big corporations get involved, they hire these people. And so when it freezes for four years in a row above the midline of the state, they decide to move to southwest Florida and start all over. For the Floridians among you, by Southwest we mean Collier, Hendry, Lee, Glades, Charlotte and DeSoto counties.

Quite recently, the South Florida Water Management District has issued water permits in excess of 265,000 acres of new citrus plantings. These acres will be in commercial production in 6-7 years and at peak production within ten. Water permits are issued only after the presentation of exhaustive professional studies and charting of the acreage at the considerable expense of the owners. I emphasize this so that there will be a clear understanding that individuals or corporations making such heavy investments in water permit planning are not likely to change their plans once permits are issued. Another relatively new development that ensures this growth is the recent ruling relating to Brazilian citrus which gives Florida citrus the protection from unfair trade advantages that it did not previously have.

Back to figures, currently there are a little over 600,000 acres of citrus in production in the whole state. This means the addition of 265,000 acres, a conservative 1/3 increase (allowing for land set aside for wetlands protections within the permitted acreage) is all coming to this one six-county rural section of our state.

Using estimates of 71 hours to harvest one acre of citrus,[1.] we compute 13,921 farmworkers (working an average of 30 hours a week for a 34 week season) will be needed just to harvest this new citrus. In addition, the agricultural extension agent states one full time worker per 100 acres is needed to care for the grove and .8 of a full time job is created in non agricultural work per each 100 acres of citrus.[2.] That adds another 3600 people in jobs. And most of them will have children!

Being very conservative for discussion's sake - let us assume that this new agricultural workforce of 17,251 persons are all married couples, giving us 8,760 new families in the area. A Department of Health and Rehabilitative Services Census estimate of migrants computes 2.7 children per migrant family. That now gives us 23,652 new children of which approximately 7,390 will be birth to five years of age. And all will need child care services - for ten hours a day with a good educational component.

I recognize you represent our entire nation, but hope this unusual boom in a relatively small area of Florida stays with you in your planning. For farmworkers, child care is often a life or death situation. Children without child care die in accidents in groves and vegetable fields every year. That's where they have to go when there is no child care. I ask your special recognition of the children of these bottom of the heap workers and look forward to your help over the next ten years.

Thank you.

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1) Boron,G.K. Harvest Mechanization Status for Horticultural Crops. ASAE Paper 80-1532, December, 1980.

2) Pugh,Carol. Will budding business ease or squeeze our resources? Ft. Myers News Press, November 30, 1986.

STATEMENT OF MARVA PRESTON, CITY OF MIAMI POLICE DEPARTMENT, MIAMI, FL

Ms. PRESTON. As you stated, I am a police officer. I'm assigned to Homicide Division of the Miami Police Department, and some other people asked me, "If you're a police officer assigned to homicide, why are you here?"

Mr. Lehman and Susan both have mentioned the case that I'm here to talk about involving two little children that died last year as a result of falling into a clothes dryer.

Our main job at that time was to conduct an investigation to determine the classification of the death and exactly how they died, and that's what we really focused on.

During that investigation, we called in many expert witnesses who worked closely with the State's Attorney's Office and the Medical Examiner's Office and, as I said, a thorough investigation was done.

A lot of things that I learned during this investigation kind of, I guess you can say, opened the eyes of a lot of people within the police department. We realized that in interviewing the mother of the children, that there were things that she was telling us that some of us never even heard of.

Her story, basically, was that she had a relative living with her for about a year, and this relative provided the care for the children when the mother wasn't able to care for them. Without really any warning, the relative moved out on the Saturday before this incident occurred.

This mother was a cafeteria worker. She didn't have a whole lot of money. She had applied for child care assistance for her children, and they had been on a waiting list for almost 2 years. She checked constantly trying to see if she could get some kind of assistance.

The job where she worked, she didn't make enough money where she could place them in a private day care center.

The Monday after the relative moved out, the mother tried and wasn't able to get anyone to keep her children, so she stayed at home with them.

Tuesday, someone had told her about a lady who ran a day care center. She contacted this lady, and the lady's response to her was, "I can keep them for today, but I'm licensed only to keep 5 children. If I keep your children, I'm going to lose my license, and I won't have a job," but she did agree to keep them just for that one day.

On Wednesday, one of the lady's friends was—it was her day off. So, the mother contacted her and asked her if she would babysit with them just for that day, and she did. Thursday, again, she was faced with a decision about what to do with the children.

In the process of all this, she was calling all the agencies that she contacted in the past and tried to get some assistance as far as keeping her children.

That Thursday morning she got up; she got the children dressed; she fed them and her intentions were that, somehow, some way, that morning she would get ahold of somebody, a family friend, someone, that they would be able to come by and look after her children. She knew if she didn't go to work that day that she would face a problem with being without a job, and she couldn't afford to be without a job. So, she went to work.

There is no telephone in the area where she worked, so she had to go outside and leave the place where she was working to use a public phone. When she went to that phone booth, she called the children.

She spoke with them, and she said, "Mama is going to get someone to come over and look after you. I am calling someone now. Just, you know, watch television like I asked you to," and she was confident that that was going to happen.

She made numerous phone calls—and all this information we did verify—to the lady who kept them the previous day, and she even called the relative that moved out the week before and asked them, "Could you go over and watch the children?"

She went back into work, and about an hour later she went back out to the phone booth and she called her house, and she didn't get any response. And she thought to herself, "Well, maybe my sister went by and picked the kids up."

She tried calling her sister, and she couldn't get ahold of her, and this went on for a couple of hours.

And when she couldn't get any response from the children and couldn't get any response from the relative to verify that they had picked the children up, she finally told the people at work, she said, "I've got to leave. I can't stay here. I have got to go check on my children."

She had to catch a bus. It took her about 30 minutes. When she got home, she didn't see the children, and at that point she just said to herself, "I'm sure that my sister or my boyfriend came by and that they picked the children up, and that they were okay." And she went about trying to make phone calls again, from her home, to verify this.

She called a number where she could contact her boyfriend, and she couldn't get ahold of him. And right in the midst of talking on the phone—the phone was located inside the kitchen right above the clothes dryer—and thinking to herself that, "My kids are okay. They are with my sister. They are with my boyfriend," and she remembered that she had some clothes that she left in the dryer for several days, at that point, with the phone still in her hand, she sat down in front of the clothes dryer, opened up the dryer, and she discovered her children.

This woman was subjected to a long interrogation by the police department. We had a job to do as far as the investigation, but we learned so much from her, that she felt no matter—we've gotten response from all over the country, from people concerning this case.

And that's why I also should thank my chief, chief of my police department, Chief Dickson, to allow me to come here, and my immediate supervisor, because they felt that it was necessary that people who have never been faced with this realize that there are people who have jobs that don't make enough money that, to place their children in private day care centers, are faced with the decision of choosing between caring for their children and going out to work, and that's what this woman was faced with.

She made a decision and she's—that she's going to have to live with for the rest of her life. And there, never again should children have to lose their lives because there is not quality day care for them.

Mr. **Lehman**. Marva Preston, I think she's told the whole story of the problem in a very compressed and meaningful way. We really appreciate your being here. I know it's not easy for you to retell this story again.

Sarah.

[Prepared statement of Marva H. Preston follows:]

Prepared Statement of Marva H. Preston, Detective, Homicide Unit, Miami, FL

I am assigned as an investigator in the Homicide Unit of the Miami Police Department. Our job is to investigate all deaths in the City of Miami, such as murders, suicides, accidental deaths and other deaths not attended by a physician. We are very busy going from one case to another. I had to request special permission to come here. However, my supervisors felt that this was a good opportunity to express our concern for the urgent need of child care for working parents. This was brought to our attention by an investigation that we conducted. This investigation brought us face to face with a tragic reality, things some of us had only heard of.

On 6 Nov 86 at 3:45 P.M., the members of our Homicide team (Sgt. Kaline, Det. Roberson, Det. Morin) and I responded to the scene where a 3 year old and a 4 year old were found dead inside a clothes dryer. The location was a Housing Project in the inner city of Miami. Extensive work was done on the scene, including dusting for fingerprints, photos, interviewing witnesses, and collecting evidence.

The mother of the children was taken to the police station to be interviewed. Because this was a criminal investigation, she was advised of her Constitutional Rights. We learned the following: The mother was employed as a cafeteria worker. Approximately two years ago she was placed on a waiting list to receive child care assistance for her children. She had contacted the agency many times but she didn't get any help. She was not financially able to put them in a private day care center. A relative had lived with her during the past year, and she looked after the children. Without any notice, she moved out on Saturday, 1 Nov 86. On Monday, 3 Nov 86 the mother stayed home from work because she couldn't find anyone to keep them.

On Tuesday, November 4th, a woman who risked losing her license for keeping too many children agreed to keep them for that day only. On Wednesday, November 5th, a friend of hers agreed to keep them. All of this was verified.

On Thursday, 6 Nov 86, the mother could not find anyone to keep the children. She had taken the day off and was very hesitant about taking another. She finally decided that the children would be safe alone for a short time.

After she got to work, she would contact her sister or her niece and have one of them go over to look after the children. We also verified that after the mother got to work she called home and spoke with the children. She tried to call her sister to have her go by and pick up the children. She contacted several other relatives who were at work or going to work. When she called home again and did not get a response, she made numerous calls to get someone to check on the children.

She eventually left work early because no one was answering her phone. She arrived home and did not find the children. She assumed that her sister or her boyfriend had come by and picked them up. She began making phone calls as she sat down to fold clothes.

She then opened the dryer and found her children badly burned. Miami Fire-Rescue responded and found the children dead.

Background information showed that one of the children had a fascination for the dryer. This type dryer is no longer being manufactured. It was given to this lady by a friend.

Our investigation soon ruled out premeditated murder. Nevertheless, we were dutybound to investigate further regarding any possible criminal negligence by the mother. Our State Attorney's Office reviewed our investigation and agreed with us that there was no criminal negligence by the children's mother.

These children died because they were not supervised. Their mother felt that she had to make a decision between providing for her children by keeping her job or staying home again and risk losing her job. She wanted to be able to work and provide food and shelter, she did not want to be on welfare. She wanted her children to get to school and be among other children. She fed them before leaving and assured herself that they would be safe until she contacted someone to go over and watch them.

This lady will always have to live with the fact that the decision she made resulted in her children losing their lives. Our jobs are to try and prevent this tragedy from ever happening again.

Respectfully,

Marva H. Preston
Detective
Homicide Unit

STATEMENT OF SARAH M. GREENE, MANATEE COUNTY HEAD START, BRADENTON, FL

Ms. **Greene**. Thank you, Mr. Lehman, Mrs. Johnson, Mr. Sawyer. I, too, am proud to be here, and I will lend my comments to explaining and talking about some existing child care programs that can and must cooperate to meet the needs of working families, not only in Florida, but throughout the country.

And I might add, some of the ideas I share are ideas as a result of my involvement, having served the past 4 years as president of the National Head Start Association.

It has been a strong movement of Head Start to cooperate and work well with other child care programs throughout the country. Needless to say, we're doing that to some extent in Florida, but not nearly enough.

First of all, representatives from all groups should form a child care resource and referral service in each community. Child care resource and referral services are more than information services. They provide important supports to parents, to providers of child care and to the community.

For parents, they offer detailed information about all different forms of child care, helping them to identify a range of options. They also counsel parents on how to select a safe arrangement of high quality for their child.

For providers, they provide help in improving quality. They assist new center providers to locate in areas of high demand. When necessary, they actively recruit and screen family day care providers and link them with the licensing department. They may also recruit in-home providers.

For the community, they provide assistance to employers to link their employees with reliable care, and they may administer public and private voucher and scholarship funds. They compile data on day care supply and demand that is needed for day care planning.

I would like to cite two examples of why this is so important and how we have begun to do this.

I would like to state that in January of this year, a child in Parish, Florida, age 3, died from pneumonia living in a home with no heat and in very poor condition.

That, too, has brought about a wide community effort in Manatee. Having visited the home and talking with the parent—the father works; the mother is at home with the four youngsters—they were not aware that within a mile where they lived there is a Head Start and a private day care.

With all the recruitment effort that goes on, parents in poverty, many of them do not read what's published in newspapers; they don't go to places where they are advertised and, in this particular home in 1987, there was no TV.

I know Head Start advertised for recruitment, but this child, had that child been in a Head Start or some other program, we do get involved not in just the educational program but the home environment and in health care.

Another instance that I think about when Susan spoke about the mother who was able to become a JTPA client and could not find child care, we had initiated a contract with our local office to hold

45 slots for their clients because—not just Tallahassee, but throughout the State of Florida—these parents are unable to work because of a child care factor, and this is one way we can coordinate our services to help that need.

Second, coordination of services to prevent duplication and maximize dollars. I just cited one of the ways that can be done. Once it is known what programs are available in each county, planning can then be done to assure children of all ages, handicapped conditions and economic status, that they are served.

Three, establish clear delineation of services. One of the things many of us are looking at in the total child care field is trying to make sure that we accommodate the needs of all low-income families and making sure they are aware of those needs.

For example, there is a child Title XX day care program that provides services for low-income families, infants through 2-year-olds. The local Head Start then provides service for 3 and 4. The Title XX provides latchkey from 3 to 12.

So, we can work together in communities to make sure the—to service the full range of services of full day care to see that it's provided. We need to expand to assure quality child care exists in every county. There are too many communities where no day care services are provided, and that's true here in Florida.

Fifth, we need to work to conduct an intensive, unified recruitment of all children to make sure we include the most needed and, as I've said earlier, many times this still involves day-to-day, door-to-door knocking on doors to make sure that those kids who truly, truly need the services are served first.

Six, another effort that I might say Head Start took a lead in in doing since 1974, and that's mainstreaming handicapped children whenever possible. It's time for us to work realistically with children and make sure they're not just in school or receive therapy for just handicapped, but they have regular classrooms of other child care services.

Seven, we must do a uniform effort to conduct training in all areas of childhood for child care providers. I'm happy that Florida has taken a lead in mandating training, but it is certainly not sufficient, and we must work together in all child care programs to do this.

Eight, joint utilization of the facilities. One of the largest problems that faces us in meeting the needs is the facilities. We should work with our school boards and try to assure that their facilities are open for pre-school programs, as well as latchkey in the afternoons, and establish a resource of qualified professionals among all child care providers to conduct training on a continuous basis. Because of the low paying salaries in child care, there is a continuous turnover in staff; thus requiring continuous quality training.

Ten, Head Start programs receive 80 percent Federal dollars. The other 20 percent must be donated from the local community, while Title XX receives 87 and a half percent from State and Federal sources, and the other must also be derived from community-matching funds.

One example of maximizing that program is 100 percent could be funded. The needed match amount could be funded through the States. Thus, hundreds of additional children could be served.

Eleven, contract expansion of services to existing quality providers is one way of saving funds and maximizing dollars and expanding services.

Twelve, school systems could provide comprehensive services to handicapped schools to pre-school children. Early detection and correction could provide better opportunity for life for that child to succeed in school.

Thirteen, coordinate a strong parent involvement that entails training in all areas of childhood and development, provide opportunities for continuing education programs, and opportunities for parents to interact throughout all school activities.

Fourteen, comprehensive transition activities for pre-school children that graduate that go into our public schools.

Florida can no longer ignore the price of its growth. We must work cooperatively together to reduce the long waiting lists and seek to serve all children in the State of Florida. Thank you.

Mr. **Lehman**. Thank you very much, Mrs. Greene.

Mr. **Cooley**.

[Prepared statement of Sarah Greene follows:]

PREPARED STATEMENT OF SARAH M. GREENE, DIRECTOR, MANATEE COUNTY HEAD START, BRADENTON, FL

REMARKS

Remarks - Florida's Economic Future and the Child Care Crisis for Families

Mr. Chairman:

I am most pleased to be here today. I would like to fucus my comments on the extent to which programs must cooperate to meet the needs of working families, and the ability of Head Start, Title XX programs, public schools and the state's pre-kindergarten program to meet these needs.

Only one job in 4 or 5 will support a family of four. In 1982, 60% of all mothers of children under 18 were in the labor force. Half the mothers of children under age 6 were working, and 50% of all school age children came home to empty houses. By 1990, it is projected that 3 out of 4 children of this age will have working mothers.

Young families find inadequate support from their communities as they struggle to support themselves and bring up their children well. In Florida, between 1986 and the year 2000, the number of children will increase 17%. The number of children aged 10-14 will increase 31% by 2000.

In Florida:

30% of our children live in poverty
40% of our poor children receive no preventitive health care
50% of eligible children have no protective child care
60% of our pregnant teens receive late pre-natal care
70% of our emotionally disturbed children go without therapy
80% of our handicapped pre-schoolers receive no services
90% of our school-aged mothers are not in school

Every hour a low birth weight baby is born in Florida - 10,000 each year. These babies are 40 times more likely to die within one month of birth than normal weight neonates. 25% of those who survive will suffer permanent disabilities. Early pre-natal care is the best preventative of low birthweight, but 22,000 poor women get no such care.

Every hour in Florida two babies are born to teenage mothers. Less than 10% of teen mothers are in school. The repregnancy rate for dropouts is 55%; the repregnancy rate for mothers who stay in school is 5%. Just 20 of Florida's 67 counties offer alternative education for this population.

Every hour the Department of HRS receives 20 reports of abuse or neglect of children in Florida, a 120% increase since 1980. Since FY 1981, the shelter care and protective service budgets have increased just 20%.

Every hour of every school day in Florida, 150 students are corporally punished. Last year, 112,000 Florida students were not promoted to the next highest grade (costing over $250 million) and 101,000 were suspended from school. Much school failure can be prevented with the provision of high quality early childhood education.

Here are some ways existing child care programs can and must cooperate to meet the needs of working families:

1. Representatives from all groups should form a child care resource and referral service in each community.

Child care resource and referral services are more than information services. They provide important supports to parents, to providers of child care and to the community. For parents, they offer detailed information about all different forms of child care, helping them to identify a range of options. They also counsel parents on how to select a safe arrangement of high quality for their child. For providers, they provide help in improving quality. They assist new center providers to locate in areas of high demand. When necessary, they actively recruit and screen family day care providers and link them with licensing. They may also recruit in-home providers. For the community they provide assistance to employers to link their employees with reliable care and they may administer public and private voucher and scholarship funds. They compile data on day care supply and demand that is needed for day care planning.

2. Coordination of services to prevent duplication and maximize dollars. Once it is known what programs are available, planning can then be done to assure children of all ages, handicapped conditions and economic status are served. Let's look at what could be a typical example in a community: A Title XX program could serve infants to age 2 full day (6:30 a.m. until 5:30), the local Head Start would serve children 3 and 4 for 6 hours per day. Latch Key would service children age 3-12 after school hours (3 p.m. - 6 p.m.).

3. Establish clear delineation of services.

4. Expand to assure quality child care exists in every county.

5. Conduct intensive unified recruitment of all children (in particular the most needy).

6. Mainstream handicapped children whenever possible.

7. Uniform effort to conduct training in all areas of early childhood for all child care providers.

8. Joint utilization of facilities. (Latch Key programs can be housed throughout each county in school facilities, Head Start or other programs that do not operate full day)

9. Establish a resource of qualified professionals among all child care providers to conduct training on a continuous basis.

10. Head Start programs receive 80% federal dollars and Title XX 87 1/2 from the State and Federal. State funds could be used to make funding 100% thus, service to hundreds of additional children could be provided.

11. Contract expansion of service to existing quality providers.

12. School systems should provide comprehensive services to handicapped children for pre-school children. Early detection and correction would provide a better opportunity for that child to succeed in public school and throughout life.

13. Coordinate a strong parent involvement program that entails training in all areas of child growth and development, provide opportunities for continuing education programs and opportunities for parents to interact with all school activities.

14. Comprehensive transition activities for the pre-school graduate to public school.

Florida can no longer ignore the price of its growth. We must work cooperatively together to reduce long waiting lists and seek to serve all children in need.

STATEMENT OF GUY M. COOLEY, PROJECT PLAYPEN, INC., PINELLAS COUNTY, FL

Mr. Cooley. Thank you, Mr. Chairman, distinguished members of the Select Committee and committee staff. I am here as the director of Project Playpen, Incorporated which administers a network of licensed family day care homes in Pinellas County, Florida. I will address four questions that are, hopefully, germane to these hearings.

How can local government provide a supportive climate for good quality day care services?

Pinellas County is fortunate to have the support services of the Juvenile Welfare Board, or the JWB, also the Pinellas County License Board for Children's Centers and Family Day Care Homes, and the District HRS staff.

The Pinellas County JWB is unique in that it was the first special independent taxing district for children's service in the Nation. JWB presently allocates over $11 million a year to local child and family serving programs. My written statement contains more extensive information regarding the important services provided by these three organizations.

What types of services can a network of licensed family day care homes offer to its providers and clients?

Since becoming incorporated in 1969, Project Playpen has grown to become the central agency for subsidized infant care in Pinellas County, which subcontracts with 167 licensed family day care homes spread throughout the county and serves over 575 infants and toddlers. We use family day care homes almost exclusively because Pinellas County licensing presently restricts infant care to family day care home settings.

Project Playpen offers numerous support to family day care providers. Several examples include: timely pay; access to credit union service; liability and child accident insurance coverage; small interest-free loans for day care related home improvements; provision of large equipment and developmental toys and supplies; access to over 40 hours per year of training to help update child care skills; social and networking opportunities to combat loneliness and feelings of isolation among the providers; and enrollment in the USDA child care food program.

Project Playpen has found that family day care homes offer a very flexible, accessible, and cost-effective vehicle for providing specialized day care services. In 1984, Project Playpen was awarded a Federal research and demonstration grant to test our proposed model for serving mild to moderately emotionally disturbed children through a network of specially screened and trained licensed family day care providers. This very successful model is being expanded to provide short-term shelter care services to infants and toddlers, as well as day care for physically impaired children.

Can Project Playpen in Pinellas County adequately respond to the rapidly increasing demand for child care services?

Project Playpen's client waiting list has grown larger every year with the current level of 582 eligible infants and toddlers. Even if the State were able to finance day care for all of these children, Project Playpen would have great difficulty finding enough day care homes to serve them. During the past 6 years, the number of infants and toddlers in Pinellas County has grown 18 percent faster than has the number of family day care home slots.

What obstacles and issues need to be addressed to increase the availability of day care?

The concept of Juvenile Welfare Boards should be advocated throughout the State and nation. The planning and funding services of JWB allows local agencies to respond to the unique needs of each county.

Day care licensing must be supported. Any home or center which cannot or will not meet the minimum health and safety standards required by licensing should not, in my opinion, be allowed or encouraged to provide day care, especially for our vulnerable infants and toddlers. We need a balance here, though. Overly stringent screening requirements, such as Florida's recent fingerprinting law, need to be carefully studied for the inclusion of better provisions for due process and a statute of limitations for certain past offenses. The cost of screening all adult family members in a day care home is also prohibitive for some providers.

Family day care networks need to be encouraged through such measures as the provision of modest start-up grants.

Family day care homes should be more widely utilized for providing therapeutic day care for children with special needs.

Programs that provide start-up monies and training for individuals who wish to establish family day care homes as a small business should continue to be funded.

States should review their subsidized day care rates at least annually to make sure that the maximum reimbursement rates are high enough to be competitive with the prevailing local rates throughout the state. Without competitive rates, agencies will find it difficult to attract good quality providers.

Higher subsidized rates should be allowed for children at risk or with other special needs.

Expansion monies need to be appropriated to help those clients who are trapped on waiting lists for subsidized care at great cost to their self-esteem and society.

The local match requirement for subsidized day care funding needs to be studied to see if it is cost-effective to administer and to see if it is realistic for rural areas in particular.

Liability insurance for family day care homes needs to be made consistently available and affordable in every area. Local information indicates that it's still virtually impossible for independent family day care providers to locate and/or afford day care liability insurance.

And, finally, there is an urgent need for positive public relations campaigns to portray the day care profession as a vitally important and personally rewarding career choice.

Thank you for your interest in day care issues and the opportunity to present these observations.

[Prepared statement of Guy M. Cooley follows:]

PREPARED STATEMENT OF GUY M. COOLEY, DIRECTOR, PROJECT PLAYPEN, INC., PINELLAS COUNTY, FLORIDA

Thank you Mr. Chairman, distinguished members of the select committee, and committee staff.

My name is Guy Cooley and I am here as the Director of Project Playpen, Inc. Project Playpen administers a network of over 160 licensed family day care homes in Pinellas County, Florida. My statement is designed to answer four questions that are hopefully germane to these hearings. How can local government provide a supportive climate for good quality day care services? What types of services can a network of family day care homes like Project Playpen offer to both its providers and clients? Can Project Playpen and Pinellas County adequately respond to the rapidly increasing demand for child care services? What obstacles and issues need to be addressed to increase the availability of day care?

How can local government provide a supportive climate for good quality day care services?

Pinellas County families with children are fortunate to have the support services of the Juvenile Welfare Board (JWB) and the Pinellas County License Board for Children's Centers and Family Day Care Homes (License Board). The JWB was established in 1945 and was the first special independent taxing district for children's services in the nation. JWB presently allocates over $11 million a year to 67 different child and family serving programs throughout Pinellas County including the License Board and Project Playpen. Day care licensing requirements in Pinellas County were begun by JWB in 1951 due to general public recognition that much of the day care available at the time was unsafe, and/or developmentally inappropriate. In addition to their licensing and regulatory responsibilities, the License Board staff have provided caregivers with training and other support services and have helped them develop a professional self image. The License Board has also provided consumers with an understanding of what is fair to expect from caregivers and where to go if they have complaints or concerns. State and local staff from the Department of Health & Rehabilitative Services (HRS) have also been consistently sensitive to the importance of day care services in helping so many of their clients.

The concept of licensed family day care homes has historically been valued by the License Board with the belief that infants and toddlers are best served in a home setting with low adult to child ratios and with better controls against the spread of contagious illnesses. Pinellas County licensing law stipulates that all children under the age of two years must receive child care in licensed day care homes. A licensed family day care provider in Pinellas County may serve up to three children under the age of two years as well as up to two additional children above the age of two years for a total of five children.

What types of services can a network of licensed family day care homes offer its providers and clients?

Project Playpen was founded in 1969 within the supportive climate created by the Pinellas County Juvenile Welfare Board and the Pinellas County License Board. Project Playpen was incorporated in response to the lack of available and affordable day care for children of low income families. Since 1969 Project Playpen has grown to become a Central Agency for subsidized infant day care which subcontracts with 167 licensed family day care homes throughout Pinellas County and serves over 575 infants and toddlers. Primary funding sources include HRS, JWB, and the Department of Education (Child Care Food Program).

Project Playpen offers numerous support services to its family day care providers, including: consistently filled slots; timely pay; access to credit union services; liability and child accident insurance coverage; small interest free loans for day care related home improvements; training stipends to pay for substitutes while providers attend day time training; financial aid for Junior College courses in approved early childhood subjects; technical assistance in such areas as income tax record keeping and reporting; provision of large equipment and developmental toys and supplies; access to over 40 hours per year of free training to help up-date child care skills; social and networking opportunities to combat loneliness and feelings of isolation;

opportunities to receive specialized training for working with emotionally disturbed children, physically impaired children, or shelter care children; enrollment in the USDA Child Care Food Program; and the opportunity to help train family day care interns. A brief profile of Project Playpen providers is contained in attachment 'A'.

Children enrolled in Project Playpen homes are provided nutritious meals; physical, social, emotional, and mental stimulation; and screening for developmental delays. The low-income parents are offered social services and referrals for needs other than day care. JWB funding has made many of these quality related services possible. Client surveys have consistently revealed satisfaction ratings averaging above 95%.

Project Playpen has found that having over 167 day care homes spread throughout the County is of great benefit to our low-income clients since lack of transportation is one of the main obstacles to being able to access day care and other support services.

Licensed family day care homes also offer a very flexible and cost effective vehicle for providing specialized day care services. In 1984 Project Playpen was awarded a federal research and demonstration grant to test our proposed model for serving mildly to moderately emotionally disturbed children through case management services and a small network of specially screened and trained licensed family day care providers. This model is proving to be a very important and successful link in the local continuum of care for emotionally disturbed children and the State is seeking funding for several similar projects. A similar model was recently implemented in conjunction with local HRS staff to provide short term shelter care services to infants and toddlers who have been judged to be at risk of abuse or neglect. Staff are presently exploring the possibility of utilizing this model to provide day care for physically impaired children and for the infants of substance abusing parents.

Can Project Playpen and Pinellas County adequately respond to the rapidly increasing demand for child care services?

The demand for day care in general and subsidized day care in particular is certainly growing rapidly in Pinellas County. In 1980 Project Playpen was serving approximately 215 infants and toddlers with a waiting list averaging approximately 175 children. In 1987 Project Playpen is serving over 575 children (for a 167% increase in 5 years) with a present waiting list of 576 eligible children. Therefore, even though the state has made conscientious efforts to increase subsidized services, Project Playpen is falling further behind in being able to meet the needs of these low income families on the waiting list who are striving to become self-sufficient.

From a broader perspective, Pinellas County statistics seem to reveal a mixed picture. Census data reports that in 1980 there were 30,743 children ages 0-4 in Pinellas County with 55% of women in the work force having children under the age of six. The 1986 "Florida Statistical Abstract" indicates that by 1986 the total number of children ages 0-4 had grown 29% to 39,557 and it might be projected that the percentage of women in the work force with children under the age of six increased to over 60%. During a similar time period, the number of licensed center slots in Pinellas County rose 45% (from 12,713 to 18,394) while the number of licensed family day care slots increased only 11% (2,924 to 3,242).

Until recently, Project Playpen was able to maintain a waiting list of licensed family day care providers who were eager to sub-contract with the program. During the past year Project Playpem has had to aggressively recruit new homes to be able to utilize its contracted subsidized day care funds.

What obstacles and issues need to be addressed to increase the availability of day care?

The concept of Juvenile Welfare Boards should be advocated throughout the State and nation. The planning and funding services of JWB's allow local agencies to respond to the unique needs of each county.

Day care licensing must be supported. Any individual who cannot or will not meet minimum health and safety standards required by licensing should not, in my opinion, be allowed or encouraged to provide day care, especially for our infants and toddlers. On the other hand, overly stringent screening requirements, such as Florida's recent fingerprinting law, need to be carefully studied for the inclusion of better provisions for due process and a statute of limitations for certain past offenses. The cost of screening all adult family members is also prohibitive for some family day care providers.

Family day care networks or associations need to be encouraged through the provision of modest start-up grants.

Family day care homes should be more widely utilized for providing therapeutic day care for children with special needs.

Programs that provide start-up monies and training for individuals who wish to establish family day care homes as a small business should continue to be funded. The local Workforce group successfully implemented such a program this year with AFDC recipients for approximately $2,500 per home.

States are encouraged to review their subsidized day care rates at least annually to insure that the maximum reimbursement rates are high enough to be competitive with the prevailing local rates throughout the state. For example, in certain portions of Pinellas County, the prevailing family day care rate per child per week ranges from $5 to $15 higher than Project Playpen is able to reimburse its sub-contracted providers. Without competitive rates, Central Agencies find it increasingly difficult to attract good quality providers.

Higher subsidized rates should be allowed for children at-risk or with other special needs.

Expansion monies need to be appropriated to help serve those clients who are trapped on subsidized waiting lists at great cost to their self-esteem and to society.

The local match requirement for subsidized day care funds needs to be studied to see if it is cost effective to administer and to see if it is realistic for rural areas.

Liability insurance for family day care homes needs to be made consistently available and affordable in every area. Local information indicates that it is still virtually impossible for new independent family day care providers to locate and/or afford day care liability insurance.

And finally, there is an urgent need for positive public relations campaigns to portray the day care profession as a vitally important and personally rewarding career choice.

Thank you for your interest in day care issues and for the opportunity to present these observations.

Attachment 'A'

Brief Profile of Project Playpen Family Day Care Providers - May, 1987

Length of Service Statistics for Project Playpen Providers

Less than one year	76
One to three years	45
Three to five years	20
Five to ten years	16
Over ten years	10

Brief Description:

Providers who have been with the program for more than 5 years tend to be older (45-65 year range), and have less formal education (8th grade-12th grade range). Most of these providers have always been homemakers and, therefore, have not worked outside of their homes. Their primary role has been as a nurturing person.

Providers who have been in the program less than 3 years tend to be younger (25-40 year range), and have more formal training (high school graduate through college graduate). Most of these providers have worked outside the home in a variety of occupations such as nursing, secretarial, clerical, banking, etc. Many of these providers have young children of their own and they have chosen to stay home to care for their own children. Even though these women are especially receptive to training in child development, many see day care as a time-limited commitment for three to five years until their own children are ready for day care centers or school.

Mr. **Lehman**. Thank you all.

Mrs. Johnson, do you have any questions?

Mrs. **Johnson**. Thank you all for your testimony today. I'm interested in how you deal with the kind of commonly quoted statistics that reveal that about half of the children in America are cared for in unlicensed home care situations, and we know from recent Census Bureau data that a lot of that is relative care, but there is a significant portion that is provided by neighbors and friends, unlicensed.

And what are your thoughts about the Florida effort to register homes? What do you think we can do to bring underground providers into the public system where they can be part of the information referral system that you describe so well; where they can benefit from the kind of services that you talked about that Project Playpen offers that I think are so terribly important to home care providers and that will enable us to serve rural areas?

I, as a policymaker, am faced with a sort of crisis, in my estimation, where there are people out there desperate for care, desperate to be able to afford care and to know who is out there providing care.

And if we remain wedded to the concept of only allowing ourselves to deal with licensed home care providers, we will fail to deal with the current crisis because we've tried to—in my State of Connecticut we have had mandatory home licensing care for 20 years and still 50 percent of the providers are not licensed.

So, I feel government must deal with the reality that a lot of care is being provided by unlicensed home care providers, and if we're going to know who they are so we can put them in our information referral system, if we're going to make some contact with them to let them know that, actually, there are community college courses that can help them, there is support systems, there is nutritional programs, so on, so forth, and someone down the street who needs your help, if we're going to be able to bring them into the more responsible arena of child care providers, then we're going to have to abandon a public policy that makes them illegal and closes them out.

And I just wondered how, in your own thinking, you deal with that. What do you recommend we do to bring the underground into—above ground?

Would you be willing to tolerate public dollars going to unlicensed home care providers in order to get them into the system? Are there any circumstances under which you would tolerate that because this is, in my estimation, almost the bottom-line question.

If licensure is going to be a barrier to the flow of public subsidies, you're never going to reach it. If you separate the dollar issue from the quality issue, at least for a while to get people into the system, we might be able to find out what it is we need to do to have a more comprehensive care system.

But in my estimation, I can't go on providing programs that won't reach the people that need them the most.

You mentioned some of the counties in Florida that have no care, no settings. I represent cities in the Northeast where in the most, in the poorest area of the city, there are no licensed home care providers and no center spots.

So, you know, it's not right to go ahead and say, licensure is so important that we'll only give money to licensed providers.

Is there some way we can use the network concept? Is there some way we can use a looser framework? Can we lure the—my bill would allow subsidies to go to registered providers. All you need to do is register, is give your name, but in three years you have to be licensed.

And since they are out there doing it anyway, why not bring them in and find—let them find out there are people who can help them, people who can provide support, people who can help them figure out how to get parents who are paying them, and some of the things that are economically important to them. I think we need to think about this.

And I wondered about, in your experience of providing day care in this state, rapidly growing—statistics that you presented are very impressive—what have you done to reach out to the underground providers, and what kind of flexibility do you think we need to develop in public policy so we can lure them in rather than closing them out, and particularly in rural areas?

How are we going to allow—to let people who know their child, care for the child, because of their fear of State government in general, "We're from the Federal government. We're here to help you. Try it;" they fear licensure.

So, what I'm trying to share with you is my frustration, my interest in quality care, but my frustration that the current rigidity of the licensure system are closing out great numbers of providers and thereby denying access.

If we put money into the system, can we get a level of availability that will allow us to enhance access as well as quality, ultimately?

Just your thoughts on this business of home care, underground home care.

Ms. MAINSTER. I would certainly say this is one way to react. We in Immokalee, which is about as rural as you can get, in our efforts, we have about 20 family day care homes licensed.

What we were able to do with the underground mothers, we went to see them and we explained the benefits of becoming part of the USDA Food Program, the benefits of becoming—of getting some of their money guaranteed, and it spread like wildfire once people realized they would get assistance in some of that paper because the food program paper is not that much for the mother once they get into it. It starts out frightening. They have not objected to the inspectors coming in. That's been okay.

So, I think your idea of a phase-in, saying register and you can get to be part of the USDA Food Program, is a tremendous carrot on a stick, and then the phase-in of licensing will bring other benefits to that.

And our mothers have gotten so that they are a community now, and the support they get from each other I don't think they would trade.

Mrs. JOHNSON. Any relationship between the number of slots available in your area and the need? Do you have any sense of how much, how much unlicensed care is still out there?

Ms. Mainster. I would have to say probably the same general figure, probably at least what is provided out there in the underground—unlicensed, in your expression.

Mrs. Johnson. So, if we provide subsidies to poor families but we don't allow them to spend them except in licensed providers, what do you think will be the impact?

Ms. Mainster. I think it will become a problem in rural areas. Again, where there—that's a unique problem to rural areas. There may not be enough licensed centers.

So, the phasing in of registered homes, again, is a carrot on a stick because in our state there is not that enormous of a difference between registration and licensing. To us, there is. We want it to happen becavse we do think it leads to more quality, but 3 hours of training.

Ms. Greene. I am a strong proponent of licensing because I feel like most licensing standards are really minimum. In fact, I think they need to be strengthened.

However, I think there should be enough dollars to help the programs that are not licensed to become licensed, and maybe your idea, over a period of time.

Mrs. Johnson. How would you respond to a two-tiered subsidized system that provided a lower reimbursement subsidy for an unlicensed provider and a higher one for a licensed provider, so if you take those courses in child development——

Ms. Greene. You get an extra incentive. I think that would inspire the others to become licensed even faster.

But, I know in my own county, in our own state, we were able to get about 7 family day care homes, but the Health Department—we're unable to come out and license those centers because they didn't have any funds to hire additional staff. Those responsibilities were added to their present jobs. And because they did not have the staff, were unable to do so. So, we were—we only were able to run those homes for about a year.

Mrs. Johnson. In fairness to the people who may be denied subsidies, if we allow them only to be expended in licensed homes, Connecticut, the leader in licensure, just passed a law that requires only a third of its licensed homes to be inspected each year.

I mean, so, you have to ask yourselves, because of the staff issue, we don't have enough people to both license new people in the system and oversee. So, I think we have to be a little more honest with ourselves about our attachment to the concept of licensure and quality and the reality of what government is capable of.

Ms. Muenchow. I think the reality of the accidents that are happening with children and the instances of sexual assault tell us the children in subsidized care need to be in quality settings. I just think that quality should take priority over whatever decision we make. We need to fund and train enough licensing staff to do the inspections and provide technical assistance.

The need to have a better licensing system is just crucial.

I agree that family day care needs to be much better recruited, and your idea of a phase-in system may well be a positive step toward improving the recruitment.

But, you must not forget that there simply is not enough money available for day care, licensed or unlicensed. This state just passed the Project Independence that I mentioned. It's a welfare reform law, and we tried to include a provision in that law to guarantee a substantial amount of money for day care in licensed settings, or for care provided by relatives in unlicensed settings. The legislature did not go along with it.

So, I don't think the primary obstacle to serving children in day care in Florida is licensure. Actually, we have more licensed care proportional to the number of children than any other state in the country.

The primary obstacle here is not having enough money to pay for the care that's needed.

Mr. COOLEY. When additional monies come down the pipe, it may become a problem. In Pinellas County this is the first year we really had to struggle very much to get enough licensed care to use the State dollars because we haven't been getting the increases in numbers of new homes. Pinellas County is unusual because infants can only be served in licensed homes, and the county is looking at changes in this regard.

As an interim step, the phase-in of licensing is an excellent idea, and the two-tier pay differential is an excellent idea. Ideally, in the long run, I think licensing and quality care needs to be stressed. Again, Pinellas County is fortunate having the Juvenile Welfare Board. Other counties can do that. Each county in Florida could pass a Juvenile Welfare Board referendum and could then have enough money for licensing staff. We have county licensing, so they do get out in the homes at least two times a year, usually more frequently.

We should strive for licensing in every area, but we should realize that even licensing does not assume good developmental care. The problem, again, we're often talking about minimum licensing standards. As a government-funded agency, there are a lot of homes that are licensed that we do not and will not work with. We just don't feel the quality is there. They are safe; but they only warehouse the children safely. We believe in the importance of the formative years, which those are extremely critical especially for low income families. Children may not be getting the stimulation at home that they might need, and we want good developmental daycare, not just warehousing care. Licensing is just the first step toward quality assurance.

Mr. LEHMAN. Mr. Sawyer.

Mr. SAWYER. Thank you.

We touched on a couple of things that I think are very important: the notion that we're seeking quality programming and not warehousing.

The question is whether or not licensure can accomplish that: the way in which we provide for effective bridges from day care settings into a more formalized learning environment, and whether, in fact, all of that is part of a single continuum rather than bridge building, in any case.

It occurs to me that as we listen to questions about licensure, given the enormous diversity of standards that exist in the States, whether or not we can talk about effective referral or effective parental shopping without an appropriate system of certification of professional providers, and it's a reflection of the kind of background they have; not to create an elite but, rather, an entire spectrum within which a parent might judge the quality of a program that a child is getting.

Could you comment on that and the relationship of that to the cost concerns that we all share?

Ms. **Muenchow**. We have made some steps in that direction. There is an awful long way to go.

We just two years ago began requiring 20 hours of training for anyone who worked in a licensed day care center and 3 hours of training for anyone working in a registered family day care home, and a great many people have now been trained. Training varies in quality but, at least, it's a step; it's a first step.

For people who work in subsidized day care, you have to have 40 hours of training a year. It's a 40-hour training requirement.

I think, too, at this particular point, to require everybody to have much more than that would shut down an awful lot of care in Florida, but I think that we can work toward rewarding people who have that kind of extra certification, whether it be CDA (Child Development Associate) certificate or an AA degree or a BA.

Ms. **Greene**. I might add in Florida, Head Start serves over 16,000 children, and they range in age from 3 to 5, and training is a major problem, has been since its inception.

And there are a large number. In fact, some statistics that were given in a meeting I was at in Tallahassee shows over 52 percent of the Head Start staff either had a 2-year degree, the CDA, which is called the Child Development Associate, that is a training program with child growth and development training, usually at college—not necessarily at a college, but it's a range of training that ranges from 6 months to a year and a half, or a BA degree.

There is ongoing and continuous training in that particular program that Susan has already mentioned, what has happened with the other child care training.

I might add also, one of the difficulties in Florida and many other states in child care, getting quality staff, is, of course, the low salaries.

But, I do think we are making headway with the training, and I do think one large child care program, anyway, has an excellent training component, and that is Head Start.

Mr. **Lehman**. I want to thank the panel for being here. The overwhelming problem is the fact that really half the children that need day care in Florida are not getting it. That is the crime of the situation: not how we're doing it, but the fact that we're not doing it for almost half the children that desperately need this kind of service in Florida as, of course, they have working parents.

But, I think that Ms. Johnson and I agree in principle. Certainly, that the tax credits are not the only way to deal with this problem, but that there must be other approaches, and the part that I am interested about is the approach.

When I was on the school board, I did not support a voucher system at that time for, perhaps, a different reason than we're concerned with today. I visited the center here, and we in south Florida, particularly, live in a pluralistic society.

And one of the facts of the system that concerned me when I was on the school board and what concerns me today is that we will probably transport a segregated day care operation under the voucher system, as well as those of an educational system. The people will tend to put their children in a rather segregated type of day care center, as they would educational facilities, and we will not have the kinds of early social benefit skills that a young child gains out here by playing with children from various backgrounds, various races and various ethnicity.

So, under the voucher system, my question is: do you see a problem of early segregation of children that will be of some detriment when they have to learn to live in the later school years and later life in a more pluralistic society?

Ms. MAINSTER. Philosophically, absolutely. Absolutely. I also think that under a voucher system, as good as it sounds, maybe it would work better in cities.

But, there is really very little choice, even for the woman in the city who had a 30-minute bus ride. She is really not going to look for the center that suits her. She is going to look for the center closest to her, and I think that's also going to lead to segregation.

And in the rural areas, again, they are going to go to the only one they can find or the closest one.

Ms. MUENCHOW. I think Florida already has the beginnings of a child care system to maximize family choice in its central agency system, where in every region of the state there is a place such as the one that Barbara Mainster runs, which tries to have a handle on all the child care in the area, which connects families with subsidized care and which also provides technical assistance to day care facilities. In some areas, maybe these central agencies need to do more to reach out to family day care, but, we've got here already the beginnings of a good system. What we need is the money to allow it to reach out to more families.

I think that we already have the good parts of the voucher system, without the elimination of licensing standards in some areas of the state as I think Phoebe Carpenter will explain that to you.

And I just would be afraid in a state that's so diverse, to have reduced standards for quality. It just wouldn't be safe.

Mrs. JOHNSON. Can I just comment on that, Bill?

I agree absolutely that we need more money, but —and I agree— I realize that I'm out there pressing the point. That's why I keep working, bringing it up.

I don't believe we can sustain the inequities of the current system. Do you believe someone under the tax credit can pay their neighbor or anyone to come into their home?

I think that we could build on the best of what you have developed if we could make that first entry step into the regulatory system, simply registration without any strings attached, even if only for a year, so that you provide a year to market them.

I mean, I'm a big fan of Head Start, but that isn't going to solve the problem. I'm with you. If you could bring them in in a very minimal status so we at least have their name, and then you market them on what the advantages are—and I'm very interested in your experience—that once you can make the contact and find out who is out there.

My experience in home care providers in my state, they are hungry for support and contact with other adults, so that I really think we ought to be considering, you know, some way to design in the system or make contact with the system without having your income endangered, which is why people don't want to.

Also, giving people the money for—to pay for relative care, that way you're not dependent on your relative for doing you a favor, and you can take that money and move it someplace else if you need to.

So, I am very concerned about the way you discriminate between rich and poor in this area and thereby do narrow the options of poorer people.

Ms. **Muenchow**. Well, under the Work Incentive Program, the Federal program, we have provided care to poor people to purchase day care, even from relatives. Many times, though, these people try, as soon as they can, to get into a Title XX subsidized slot. They are not always content with this kind of relative care. So, I think we have to keep that in consideration.

Mrs. **Johnson**. That's exactly my point. They have the money, so they know they can move, and they keep looking to move.

Whereas, you see, if we create a subsidy for low-income people, it doesn't give money to low-income people who start out using relatives. They don't have the power of the subsidies to move, and it's that empowerment that I think we have to be conscious of, as well as the licensure—the point of licensure can increase quality.

Mr. **Lehman**. I want to thank you, the panel, for being here, and you certainly have been a resource for information for our committee, and we hope you get out there and continue to fight for more money and better quality.

We now have the second panel. We'll try to give you equal time. We have Phoebe Carpenter, Mark Weaver, Gloria Simmons accompanied by Mary D. Taylor, Leonard Mellon and Barbara Ibarra.

Also, the second panel is under a little more time restraint than the first panel, so if you would help us by summarizing your statements. The statement in full will certainly go into the—without objection—into the record. The first witness is Phoebe Carpenter.

STATEMENT OF PHOEBE CARPENTER, COMMUNITY COORDINATED CHILD CARE FOR CENTRAL FLORIDA, INC., ORLANDO, FL

Ms. **Carpenter**. That's right. Thank you very much for the opportunity to speak to you today. I appreciate your being here.

I have been in the child care business for almost 25 years: 6 years as the director of my church-operated center and 17, almost 18, years as executive of 4C.

I always suspected that it would happen. It really had to happen, that some day mothers would discover that they could walk away and leave their children.

We talk about welfare reform, and we talk about finding the fathers who are not supporting their children, making them pay. We talk about training welfare mothers and finding them jobs, but we continue to overlook the obvious.

If the women are loyal to their children and care about them, they won't leave them and go to work without being able to provide child care for them.

Women hate welfare. They hate sitting alone with their children without enough money for food and shelter and clothes and transportation, sitting in poverty and bored with themselves and their children.

And they hate the court system which allows their husbands to leave them alone with their children and not pay for support. When such mothers get together, these are the things they talk about.

The obvious step is for women to abandon their children, as their husbands have done. If mothers could leave, they would work, earn the dollars they need, buy the clothes they want, own a car and travel. But they don't leave their children, or will they?

It has begun. There is a mother named Mrs. Petigrew whose husband earned $54,000 a year. One day, without notice, he left. She has one child 2 years old and, at the time he left, she was pregnant with a second. At the end of the month she lost the apartment and went to live in the park and in the streets.

She first saw a doctor about her pregnancy four days before the baby was born. She gave the newborn infant up for adoption. She was in the process of placing the 2-year-old for adoption when she came in contact with 4C. Much damage has been done to that mother and that 2-year-old by living in the street for nearly a year.

The Children's Home Society says that one-third of their babies that are put out for adoption come from mothers abandoned by their husband who have been living on the street. If the mothers leave the children, what do we do as a society?

While I don't classify placing a child through a representative adoption agency as abandonment, it is a form documentable. Others simply walk away and leave them. It's not yet frequent, and thinking people should hope that it does not become frequent.

Welfare reform, Workfare, trains the mothers and places them in a job but without child care. What is she to do with the children? We don't need to require mothers to work. We need to offer them child care so that they can work, and they will do it and, providing a child care subsidy does not cost the taxpayer, it pays in dollars.

I recommend, for your information, a document published May 1, 1987, just last month, by the United Way of Florida. I submit here the entire document as part of this testimony and have supplied it to Washington, and would make it available to anyone else who asked for it.

I'm only going to quote certain pertinent parts. It sets forth the amount of money in State general revenue spent on a per-child-year basis is $478. It documents the return to the State of Florida in the same year in sales tax paid by the mothers of the children in the child care program of $650.

The state is making a financial profit through the sales tax of $1.43 in cash for every dollar it spends on child care.

In addition to this, and separately, the State experienced savings in State dollars on those parents who leave the welfare rolls of

$478 per child when child care is made available so that mothers can be employed.

Similarly, the Federal dollars spent on child care for the same children in the State of Florida are offset by the Social Security payments to the Federal government made by the mothers now able to work because child care has been made available.

The State spends $1,077 per year per child of Federal money. Social Security deductions of the mothers offset $719 of the $1,000.

In addition to that, the Federal government realized a savings of $1,134.87 per child in welfare costs for the mothers formerly on welfare, now able to work and be self-supporting because child care is available.

The Federal government gets back $1.72 in the same year for every dollar spent on child care in the State of Florida.

This is not unusual. It is a simple documentation of the profit being made by State and Federal governments on child care expenditures for welfare mothers.

It is without requirement for working and without specialized training or distribution to work. It is simply child care subsidy made available to parents which allows them to work.

And, yet, in the State of Florida only 50 percent of eligible families requesting this assistance and eligible for it have received it because State decision makers have not discovered the financial value of the program.

In human terms, the value is even more important. Families living in the streets, those who are—who do not give up their children to a reputable adoption agency is causing more damage to the child than those who do.

Often children are left with others in the street while the mother takes a job, or they are left alone in a closet or in another care setting or, as Barbara Mainster described, taken to the groves and taken to the fields, and these are dangerous to the children; so that mothers are able to work and put food on the table.

The child care subsidy in Florida is not a generous one, but it is adequate to make the difference between starvation and survival. It offers the mothers who can get into the program an alternative to abandoning their children.

In an article written by Philip Crosby published in the Orlando Chamber of Commerce magazine, 1987, Mr. Crosby reminisces that in the 1960s people from farm areas moved into Rio de Janeiro because they had no way to make a living or even to exist. These people had nothing and were received in the city with little enthusiasm. They built shelters out of boxes and scrap metal. The hills overlooking the beaches were packed with these favillas. Everybody scrambling for whatever was available, some were able to work their way out, but most didn't.

Now, today, in the 80's, the people of—the children of these people are adults. They have no concept of how things work. They are responsible for most of the crime in the city and have become an uncontrollable force. They are not bad people. They just know only that they have to get what they need some way.

The name "street people" has taken a new meaning. There is a different group of people involved now. They don't fit the pattern of the past. They look and act like regular people who just don't have a place fo live, or money.

They are looking for a new life, for a chance to start over, and they are not looking for public support, but they have had to ask for it in many cases. They have bright, alert children with them, children whose lives are being scarred by the loss of identity.

My understanding is that it takes about 2 years of life to make permanent street people out of children. So, what are we doing about all of this?

With the help of the Federal Social Services Block Grant, the State of Florida has developed a very tightly organized and economical child care support system. Eligible families choose the care giver they wish to use, and the central administering agency pays the appropriate part of their bill, part of the family's bill on their behalf.

The parents' required participation in the cost increases with the parents' earning ability. If this program were exactly doubled in size, it would underwrite the cost of care for every child in the state requesting assistance and eligible for it.

The mothers of all these children have requested assistance in order to get jobs and become self-supporting and, yet, they are refused for that child care because of the cost.

The division of cost between State general revenue and Federal Social Service Block Grant is an appropriate one, and in this State of Florida, a requirement for local contributory participation is also in place so that local—local county government and local United Ways and foundations trigger the State's participation, and this is appropriate. It shares the cost and shares the ownership of the program. At all levels, the contributor benefits in an amount that outweighs the cost.

I'm urging here that the Federal government examine this closely as part of the entire consideration of the concern for children and part of its consideration for the welfare reform, and be bold enough to assign to the States enough dollars to pay for child care for the mothers who are on welfare and wish to receive that assistance.

At the same time, I would ask the committee on child care to take the initiative to further this study and inform the States of the benefits to them in allocating funds to match the Federal effort, helping every parent who is willing to become self-supporting.

One of the chronic problems and ones you have discussed here this morning is an interest in higher quality for funded families that is required by all other families. This segregates the poor into public facilities who—which creates all kinds of other problems.

The benefit in human terms of the provision of child care for healthier, successful children growing into healthier responsible adults is vital and immeasurable. The alternative, failure to fund child care for these families, is grim.

It is my testimony here that if money becomes available on behalf of families to purchase child care, that the private industry who supply child care will make an adequate supply available.

You have discussed the adequacy of the slots. My testimony is that if the dollars are there, the slots will be made available.

And it is our experience in this purchase system that the slots made available will be at whatever quality the funding source is willing to pay for.

When parents have a choice of care, and are able through a subsidy to buy whatever they want, they will buy the best care around. States' management of block grant dollars for day care could stimulate the day care of high quality care by allowing the use of public money to purchase care of the desired standards.

Consistent with that is our observation of the fact that training now required in the State of Florida for all who work in child care significantly reduces the amount of child abuse related to child care, and the statistics are impressive.

Child abuse cases reported over the last 3 years were not significantly related ~~to~~ the child care in the beginning. Verified cases of child abuse have been 99 percent in individual homes or public settings other than child care. Nevertheless, the startling fact is that even so, the numbers of cases of indicated abuse reported in child care settings has dropped further still, as employees of child care were trained in normal child development and activities appropriate for children.

Generated by Florida DHRS, certainly, is impressive testimony that training made available and required for people who care for children, improves the quality of life for those children by reducing child abuse.

I want to commend the government at several levels for special services made available to children of school age through a variety of vendors.

Children who go to school from 8 or 9 in the morning to 2 or 3 in the afternoon are still in need of care and supervision for approximately 6 hours a day during the school year and full day during the summertime.

This is another clearly obvious fact that so often is overlooked as decision makers confuse public school schedules with day care schedules.

While I am an advocate for privately provided child care, both in for-profit centers and in churches and community centers, I still recognize the need for the widest possible variety of provision of services and the funding of those services for those who can't afford them, and this seems particularly difficult for school-age children.

A child who turns 5 years old and enters a public school is not—does not magically graduate from the need for care, food and supervision from 2 o'clock in the afternoon until 7 o'clock at night. Too often, public policymakers try to solve problems by elaborate rules and regulation.

The provision of child care in one situation in which simple financial assistance for parents in their purchase of child care without further manipulation, management and requirement enables families to become self-supporting, enables children to have normal development in their early years and, thus, prevents welfare remediation programs at enormous cost to local and Federal governments.

To couple this realization with the fact that a child care support program pays for itself in the first year in taxes returned to the private sector, from parents formerly welfare recipients, seems to leave no supportable reason for failure to give such assistance.

There has been enormous argument in the child care industry in this country over the last 10 years as to how child care should be funded. The State of Florida has, in part because of this controversy, managed a very, very conservative system which applies the simplest possible rules for management of the funds and for child care providers who receive funds.

At the same time, the system is very strict regarding eligibility and administration of dollars.

While there is always room for improvement, the model development in Florida might be an excellent way to begin to meet the need for all families who are in extreme financial difficulty and willing to work their way out of it.

It is not complicated. Even the apes in the jungle figured out that when all the adults go to look for food, the baby stays at home. They leave one or two adults behind to care for the little ones. It's both male and female. They are not volunteers. They are fed and supported by the other adults who share their food with them when they come back.

Today the current debate seems to be whether child care dollars should or should not be allocated along with dollars to train welfare mothers to work. I would contend that you can do away with the dollars for returning people to work. They will get training and go to work if you only provide child care. If you don't provide child care, financial help for them, they cannot leave their children alone or with other children in order to go to work.

It seems important to me that parents continue to be responsible for their own children, and management of funds for child care be set up in such a way as to give assistance to parents in this responsibility, not to assume all the responsibility on their behalf.

The Florida model has done that by helping these parents in the amount of identified needs and to provide the agency of the parents' choice, with payment paid directly to the provider, only through central agencies, both to the providers and to the parent, as they go about each doing what is appropriate for them to do and what they do best.

We may be very close to a solution for a monumental problem. Failure to find that solution will create problems with children in the streets that make our former child care problems look small.

I hope very much that we in Florida can be part of the solution, and thank you for the opportunity to make this presentation to you.

Mr. LEHMAN. Thank you.

Mr. Weaver, if you could summarize it, it would be helpful. We're not going to impose that on you, but it would be helpful.

[Prepared statement of Phoebe Carpenter follows:]

PREPARED STATEMENT OF PHOEBE CARPENTER, EXECUTIVE VICE PRESIDENT, COMMUNITY COORDINATED CHILD CARE FOR CENTRAL FLORIDA, INC., ORLANDO, FL

I have been in the child care business for 25 years, six years at a church operated center where I was Director, and 19 years as Executive of 4C.

I always suspected that it would happen! It had to happen! Mothers will discover that they too can abandon their children.

We talk about welfare reform and we talk about finding the fathers who are not supporting their children and making them pay. We talk about training welfare mothers for work and finding them jobs. But we continue to overlook the obvious.

If the women are loyal to their children and care about them they won't abandon them to go to work. Women hate welfare, they hate sitting alone with their children without enough money to have food, housing, clothing, transportation; sitting in poverty and bored with their children.

And they hate the court system which allows husbands to leave them alone with their children and not pay for support. When such mothers are together, this is what they talk about.

The obvious next step is for women to abandon their children as their husbands have done. If mothers could leave their children, they could work, earn the dollars they need, buy the clothes they want, and own a car and travel. But they won't leave their children, or will they?

It has begun. There is a mother named Mrs. Petigrew, whose husband earned $54,000 a year. One day without notice he left. She has one child, two years old, and at the time he left she was pregnant with the second. At the end of the month she lost the apartment and went to live in the park and in the streets. She first saw a doctor about her pregnancy four days before the baby was born. She gave the new born infant up for adoption. She was in the process of placing the two year old for adoption when she came in contact with 4C. Much damage had been done to the mother and the two year old by living in the street for nearly a year. Children's Home Society says that one third of their babies put out for adoption come from mothers who have been abandoned and have been living in the streets.

If the mothers leave the children, what do we do as a society? While I do not classify placing a child for adoption through a reputable agency as abandonment it is documentable. Others simply walk away and leave them. This is not yet frequent, and thinking people should hope that it does not become frequent.

Welfare reform; Workfare; train the welfare mothers and place them in a job; without child care? What is she to do with the children?

We don't need to require mothers to work. We need to offer them child care so that they can work and they will do so. And providing a child care subsidy does not cost the taxpayer, it pays in dollars. I recommend for your information a document published May 1, 1987 by the United Ways of Florida. I submit here the entire document as part of this testimony. I will quote here only certain pertinent parts. This document sets forth the amount of money in state general revenue spent on a per-child-year basis for child care support: $478.00. And it documents the return to the State of Florida in sales tax paid by the mothers of the children in the child care program on a per child basis: $650.00. The State is making a financial profit, through the sales tax, of $1.43 in cash for every dollar it spends on child care. In addition to this, the State experiences a savings in State dollars on those parents who leave the welfare roles, of $478.00 per child, when child care is made available so that mothers can become employed.

Similarly, the federal dollars spent on child care for the same children in the State of Florida are off-set by social security payments made by the mothers, now able to work because child care was made available. The State spends $1077.00 per child of Federal money. Social Security deductions of the mothers now equal $719.00 per child. In addition to that, the federal government realizes a savings of $1134.87 per child in welfare costs for the mothers formerly on welfare, now able to work and be self supporting because child care is available. The Federal government gets back $1.72 for every $1.00 it spends-in the same year.

This is not unusual; it is a simple documentation of the profit being made by state and federal governments when child care is provided for welfare mothers. It is without requirement for working, it is without specialized training or direction to work, it is simple child care subsidy made available to parents which allows them to go to work.

And yet in the state of Florida only 50% of the eligible families requesting this assistance have received it, because state decision makers have not discovered the financial value of the program.

In human terms the value is even more important. Families live in the streets. Those who do not give up their children to reputable adoption agencies cause even more damage to the children than those who do. Often the children are left with others in the street while the mother takes a job, or they're left alone in a closet, or in another care setting which is damaging and dangerous to the children, so that the mothers are able to work and put food on the table.

The child care subsidy in Florida is not a generous one, but it is adequate to make the difference between starvation and survival. It offers the mothers who can get into the program, an alternative to abandoning their children.

In an article by Philip Crosby, published in Orbus Magazine, a publication of the Orlando Chamber of Commerce, in March 1987, Mr. Crosby reminisces that "in the 1960's people from farm areas moved into Rio de Janeiro because they had no way to make a living or even exist. These people had nothing and were received in the city with little enthusiasm. They built shelters out of boxes and scrap metal. The hills over looking the beaches were packed with these "favillas". Everyone scrambled for whatever was available. Some were able to work their way out; most didn't. Now the children of these people are adults, they have no concept of how things work. They are responsible for most of the crime in the city and have become an uncontrollable force. The are not bad, they just know only that they have to get what they need some way. The families went from being "broke" to being "poor!"

"The name 'street people' has taken a new meaning. There's a different group of people involved now. They do not fit the pattern of the past. They look and act like a regular people who just don't have a place to live or any money. They're not poor, they're broke, there's a big difference. They're looking for a new life, for a chance to start over. They do not want public support, but they have had to ask for it in many cases. They have bright, alert children with them. Children whose lives are being scarred by the loss of identity. My understanding is that it takes about two years of life to make permanent street people out of children. So what do we do about all of this?"

With the help of the federal social services block grant, the state of Florida has developed a very tightly organized and economical child care support system. Eligible families choose the care giver they wish to use, and central administering agencies pay the appropriate part of their bill, part of the families bill on their behalf. The parents' required participation in the cost increases with the parents' earning ability. If this program were exactly doubled in size, it would be able to underwrite the cost of care for every child in the state requesting assistance and eligible for it. The mothers of all of these children have requested assistance in order to get jobs and become self supporting. And yet they are refused that child care assistance because of the cost.

The division of cost between state general revenue and federal social service block grant is an appropriate one and in this State of Florida a requirement for local contributory participation is also in place so that county government and local United Ways and foundations equal the states participation. This is appropriate. It shares the cost and shares the "ownership" of the program. At all levels the contributor benefits in an amount that outweighs the cost.

I am urging here that the federal government examine this closely as part of the entire consideration of the concern for children and part of its consideration for welfare reform, and be bold enough to assign to the states enough dollars to pay for child care for the mothers who are on welfare and wish to receive that assistance in order to become self supporting. At the same time I would ask the Committee on Children to take the initiative to further this study and inform the states of the benefits to them in allocating funds to match the federal effort, helping every parent who is willing to become self supporting in the amount of their need.

The financial benefit is immediate. The benefit in human terms for healthier, successful children growing into healthy responsible adults is vital and immeasurable.

The alternative: failure to fund child care for these families is grim.

It is my testimony here that if money becomes available on behalf of families to purchase child care that the private industry who supply child care will make an adequate supply available. It is also our experience that that supply made available will meet whatever standards state and local agencies demand as they spend the available funds. When parents have a choice of care, and are enabled through a subsidy to buy what they want, they will buy the best care around. The State's management of block grant dollars for day care can stimulate the development of adequate high quality care by allowing the use of the public money to purchase care of the desired standards. Consistent with that is our observation of the fact that training now required in the State of Florida for all who work in child care, significantly reduces the amount of child abuse-being reported related to child care. The statistics are impressive. Child abuse cases reported over the last three years were not significantly related to child care in the beginning. Verified cases of child abuse have been 99% in individual homes or in public settings other than child care. Nevertheless, the startling fact is that even so the numbers of cases of indicated abuse reported in child care settings has dropped further still as employees of child care were trained in normal child development and activities appropriate for children. Data being generated by Florida DHRS will bear this out and certainly is impressive testimony that training made available and required of people who care for children improves the quality of life for those children by reducing child abuse.

I want to commend government at several levels for special services made available to children of school age through a variety of vendors. Children who go to school from 8:00 or 9:00 A.M. to 2:00 or 3:00 P.M. are still in need of care and supervision for approximately six hours a day during the school year and full day during the summer time. This is another clearly obvious fact that is so often overlooked as decision makers confuse public school schedules with day care services. While I am an advocate for privately provided child care, both in for profit centers and in churches and community centers, I recognize the need for the widest possible variety of provision of services and the funding of those services for those who can't afford them and this seems particularly difficult for the school age children. A child who turns five years old and enters the public school does not magically graduate from the need for care, food and supervision from 2 O'clock in the afternoon until 7 O'clock at night.

Too often public policy makers try to solve problems by elaborate rules and regulation. The provision of child care is one situation in which simple financial assistance for parents in their purchase of child care without further manipulation, management, and requirement enables families to become self supporting, enables children to have a normal development in their early years and thus prevents welfare remediation programs at enormous cost to local and federal governments.

To couple this realization with the fact that a child care support program pays for itself in the first year in taxes returned to the separate levels of government from parents formerly welfare recipients, seems to leave no supportable reason for failure to give such assistance. There has been enormous argument in the child care industry in this country over the last ten years as to how child care should be funded. The state of Florida has, in part because of this controversy, managed a very, very conservative system which applies the simplest possible rules for management of the funds and for child care providers who receive funds. At the same time this system is very strict regarding eligibility and administration of dollars. While there is always room for improvement the model developed in Florida might be an excellent way to begin to meet the need for all families who are in extreme financial difficulty and willing to work their way out of it, if child care is made available.

Today the current debate seems to be whether the child care dollars should or should not be allocated along with the dollars to train welfare mothers to work. I would contend here that you can do away with the dollars to train mothers to work. They will get training and go to work if you will only provide the child care. If you do not provide child care financial help for them, I cannot hope that they will leave their children alone or with other children in order to take the training and go to work. It seems important to me also that parents continue to be held responsible for their children, and that management of funds for child care be set up in such a way as to give assistance to parents in their responsibility, not to assume that responsibility on their behalf. The Florida model has done that by helping each parent in the amount of identified need, in the provider agency of the parents choice, with payment paid directly to the provider on behalf of the parent, and support services made available both to the provider and to the parent as they each go about doing what is appropriate for them to do and what they do best.

We maybe very close to a solution for a monumental problem. Failure to find that solution will create problems with children in the streets that make our former child care problems look small. I hope very much that we in Florida can be part of the solution. Thank you for the opportunity to make this presentation to you.

TAX DOLLARS RETURN

IMPACT OF FLORIDA'S CHILD CARE PROGRAM

(SOCIAL SERVICE BLOCK GRANT)

ON THE

ECONOMY

TAX REVENUES

STATE AND FEDERAL WELFARE RESPONSIBILITY

FAMILIES IN THE PROGRAM

MAY, 1987

PRESENTED BY:

UNITED WAYS OF FLORIDA, INC.
JOSEPH RENO, EXECUTIVE DIRECTOR
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"TAX DOLLARS RETURN"

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III. FAMILIES

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MAY 1987

I. Summary

In 1986/87 Florida's Child Care Program (Social Services Block Grant) enrolled 32,000 Children. There were, at the same time, 25000 additional eligible children on active waiting lists, who could not be enrolled due to lack of funds.

This is a program that provides prevention of abuse, neglect and exploitation; is a deterrent to delinquency; provides support services and referrals for special needs families; and provides a pre-readiness educational base for young children.

The children are 52% Black (*1)
44% White
4% Spanish/Oriental/Indian
They come from 86% single parent homes
Average total gross income per family may be $0 without child care assistance but will rise to between $8,000 and $15,000 annual gross after child care becomes available.

Families do become self sufficient, thereby putting into motion a dollar circulation which makes child care cost effective and a productive investment of public funds.

The State of Florida can only benefit if it continues to provide and increase funding for these child care services for families eligible and in need. Each unit of government which invests in child care is receiving an immediate return on the dollar in excess of the investment.

Families' receipt of child care puts into motion a dollar circulation which makes child care a productive investment of public funds.

II. IMMEDIATE PROFIT TO GOVERNMENT LEVELS FROM CHILD CARE INVESTMENT:

THE FLORIDA CHILD CARE SUBSIDY PROGRAM (SOCIAL SERVICES BLOCK GRANT) GENERATES COMMUNITY DOLLARS AND INCREASES THE STATE OF FLORIDA'S ECONOMY AT MORE THAN $1.7 BILLION DOLLARS IN A YEAR. (*2)

CONTRACTED CHILD CARE DOLLARS (FEDERAL BLOCK GRANT $34,367,406 FLORIDA GENERAL REVENUE $13,966,523	$ 48,333,929
LOCAL MATCH (12½% PROVIDED BY UNITED WAYS, CITIES COUNTIES, AND OTHER CONTRIBUTIONS)	$ 6,041,741
TOTAL LOCAL/STATE/FEDERAL SPENT IN CHILD CARE INDUSTRY AS SUBSIDY FOR PARENTS -	$ 54,375,670
IN ADDITION TO THE ABOVE PARENTS FEES PAY PART OF THE COST OF CARE AT -	$ 16,312,701
TOTAL EXPENDITURE FOR CHILD CARE PROGRAM -	$ 70,688,371
TOTAL INCOME OF PARENTS IN THE PROGRAM (WHO, WITHOUT CHILD CARE MIGHT NOT BE IN THE WORK FORCE: 204,070 FAMILIES CURRENTLY ENROLLED CURRENTLY AVERAGE $6,671.00 GROSS ANNUAL INCOME - (*1)	$160,570,970

II. IMMEDIATE PROFIT (CON'T)

A. THE STATE PROFITS	IT SPENDS	IT RECEIVES
THE STATE SPENT IN 1986: OF GENERAL REVENUE DOLLARS	$13,966,523.00	
FOR 31,910, CHILDREN, OR PER CHILD	$438.00	
THE STATE RECEIVED: IN SALES TAX PAID BY PARENTS IN THE PROGRAM (*3) WHO, WITHOUT CHILD CARE MIGHT NOT BE EARNING & SPENDING AT ALL		$7,342,910.46
A RECEIPT PER CHILD OF		$230.11
ANNUALLY DOLLARS CIRCULATING IN POVERTY AREAS DUE TO THE CHILD CARE EXPENDITURE GENERATE STATE SALES TAX IN THE AMOUNT OF (*4)		$13,416,000.00
OR, PER CHILD SERVED		$420.00
ANNUALLY THE STATE ADMINISTERS FOR EACH FAMILY OF TWO ON AFDC (AN ENTITLEMENT PROGRAM).	$5,346.16	
OPERATION OF THE CHILD CARE PROGRAM CAUSES REDUCTION OF SPENDING OF STATE GENERAL REVENUE OF(*5)		$15,258,839.52
OR, PER CHILD IN CHILD CARE		$478.18

II. IMMEDIATE PROFIT (CON'T)

B. THE FEDERAL GOVERNMENT PROFITS.

	IT SPENDS	IT RECEIVES
IN FLORIDA IN 1986 THE FEDERAL PART (SSBG) OF THE CHILD CARE PROGRAM WAS	$34,367,406.00	
÷ 31,910, OR, PER CHILD	$1,077.00	
AVERAGE INCOME OF PARENTS IN THE PROGRAM WAS $6,671.00 (*1) X .0715 SOCIAL SECURITY DEDUCTION $477.00, + EMPLOYERS MATCHING OF SOCIAL SECURITY $477.00 TOTAL PER FAMILY OF $954.00 X 24,070 FAMILIES IN THE PROGRAM SENDS THE FEDERAL GOVERNMENT		$22,962,780.00
OR, PER CHILD		$719.60

ACTUAL WELFARE EXPENDITURE IS REDUCED FOR FAMILIES WHO CONTINUE TO RECEIVE BOTH AFDC AND CHILD CARE:

FOR FAMILIES WHO OPT TO RECEIVE CHILD CARE INSTEAD OF AFDC WELFARE COSTS ARE STOPPED WHEN CHILD CARE BEGINS. (*5)

	IT SPENDS	IT RECEIVES
FEDERAL DOLLARS SAVED IN REDUCTION OF AFDC, MEDICAID AND FOOD STAMPS		$36,213,988.96
÷ 31,910 CHILDREN PER CHILD COST REDUCTION OF		$1,134.87

II. IMMEDIATE PROFIT (CON'T)

C. THE LOCAL COMMUNITY PROFITS:

FOR EVERY LOCAL DOLLAR (LOCAL GOVERNMENT/UNITED WAY) INVESTED IN CHILD CARE SEVEN DOLLARS OF FLORIDA STATE AND FEDERAL TITLE XX MONEY IS DRAWN INTO THE COMMUNITY AND CIRCULATED:
THESE EXPENDITURES BY LOCAL CHILD CARE ADMINISTERING AGENCIES TOTALLED-------------------------------$48,333,929.00
STATE/FEDERAL DOLLARS ONLY, OF NEW INCOME TO COMMITTIES.

AND

FAMILIES NEWLY WORKING AFTER CHILD CARE IS PROVIDED EARN AND SPEND AN AVERAGE PER FAMILY OF $6,671.00 -
ANOTHER NEW INCOME TO THE COMMUNITY.
FOR 24070 FAMILIES IN 1986 THIS WAS--------------------------$160,570,970

III. FAMILIES

WE HAVE NOT MENTIONED THE
OBVIOUS BENEFIT TO CHILDREN
OF RECEIVING LOVING CARE
DAILY INSTEAD OF NEGLECT,
HUNGER, AND FEAR.

FAMILIES (CONTINUED)

SPECIFIC EXAMPLES OF FAMILY EXPERIENCES BEFORE AND AFTER CHILD CARE ARE AS FOLLOWS:

> BOTH PARENTS DIED IN A CRASH; AN UNCLE TOOK THE BABY HOME. THREE YEARS LATER, NEIGHBORS REPORTED HE KEPT THE BABY LOCKED AWAY FULL TIME. THE CHILD DID NOT WALK OR TALK.
>
> RATHER THAN REMOVE THE BOY FROM HIS ONLY REMAINING RELATIVE, HRS WORKERS ENROLLED HIM IN CHILD CARE. IN THREE MONTHS HE BEHAVED NORMALLY. UNCLE HAD OPERATED OUT OF FEAR FOR THE CHILD'S SAFETY DURING THE WORKDAY. BABY NOW HAS CHANCE FOR A NORMAL LIFE.

> A CHILD WEIGHED 13 POUNDS AT 8 MONTHS OLD. MOTHER NEGLECTED TO FEED HER OUT OF IGNORANCE, MAINTAINING ONLY NEW-BORN FORMULA QUANTITY FOR EIGHT MONTHS, UNTIL SHE ENROLLED IN CHILD CARE. TWO YEARS LATER THE CHILD IS NORMAL.
>
> NURSING PERSONNEL (PART OF THE 12% CHILD CARE ADMINISTRATIVE COST) HELPED SAVE HER LIFE.

FAMILIES (CON'T)

CHILD CARE SUPPORT HELPS IMPROVE THE ECONOMIC STATUS OF MOTHERS BY ALLOWING THEM TO TAKE BETTER ADVANTAGE OF THE AVAILABLE EMPLOYMENT AND EDUCATIONAL OPPORTUNITIES. THIS CUTS DOWN ON COST IN WELFARE ROLLS. THE SUCCESSFUL EMPLOYMENT OF THE POTENTIAL WELFARE RECIPIENT ALSO INCREASES STATE TAX REVENUE. A CLEARWATER MOTHER WRITES:

> "MY NAME IS___________ AN I LIVE HERE IN CONDON GARDEN IN CLEARWATER. I'M WRITING THIS LETTER TO ASK YOU TO PLEASE DON'T CUT OUT TITLE 21, WHICH IS CREATIVE CARE AND IT HELPS ME A LOTS. BECAUSE I USE TWO AND THREE BABY SITTER JUST FOR ONE WEEK WORK. AND NEVER HAD ENOUGH MONEY TO SUPPORT MY CHILDREN.
>
> MY OLDEST DAUGHTER WAS ALMOST TAKEN FROM ME BECAUSE I WAS TRYING TO WORK AND KEEP ONE BABY SITTER BUT I COULDN'T. MY CHILDREN WAS FROM ONE PERSON TO ANOTHER. SEE PLEASE. THINK ABOUT THE BLACK MOTHER WHO TRYING TO MAKE A LIVING BY WORKING. I DON'T WANT TO GET ON WELFARE AGAIN TO LIVE. SEE I ASK YOU AND HOPE THAT YOU WON'T FAIL ME, MY DAUGHTER AND OTHER BLACK AND WHITE MOTHERS WHO ARE TRYING TO SUPPORT THEM BY NOT BEING ON WELFARE."

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Footnotes

1. Actual data from selected representative HRS Districts, applied statewide.

2. National Economists accept that each dollar changes hands 8 times in 12 months.

local/state/federal day care subsidy	$ 54,375,670
parents earnings made possible	$160,570,970
	$214,946,640
	X8
Total dollars circulating in Florida annually, made possible by the State Child Care subsidy Program.	$1,719,573,120
This dollar circulation is the direct result of the State's general revenue expenditure of	$ 13,966,523

Economists count the multiplier effect differently. However, there is agreement that the percentage saved is smaller and percentage spent quickly is larger in low income/poverty neighborhoods.

"Economics" 1957 Richard D. Irwin, Inc. by John Guthrie, professor of Economic and Directors Bureau of Economics and Business Research, State College of Washington states "The major portion of the multiplying effects possibly occur within a year or so" p.122

"It is a matter of common observation that additional money flowing into a community passes through a number of hands and adds to total income by more than the initial amount spent. If a new firm is established in a city, for example, the wages and profits paid out will first go to retail stores, landlords, service establishments, and similar groups. These in turn, will spend it in wholesale firms, in other retail stores, or in the purchase of raw materials, farm products, new equipment, and the like. A chain of expenditure is set in motion which causes the increase in the total income of the community to be more than the original investment. Similarly, if a firm discontinues business, the decline in the community's total income will be greater than the amount by which the firm's spending is reduced. Thus, the income of an entire economy is raised or lowered by a magnified proportion of any changes in total expenditure." p 120-121

"Normal" retention before circulation is assumed at 25%. "The larger the fraction consumed at each round the greater will be the increase in total income." p 121.

2. National Economists (con't)

   "Basic Economics" second edition by Edwin G. Dolan. Chapter 9 follows the upward shift in aggregate demand to create larger increase in aggregate income round by round for 10 rounds.

   Economics Principles and Policy" third edition, HBJ, by William J. Baumol of New York University and Princeton University follows rounds of spending to 50 rounds and assumes to infinity. It estimates 10 rounds of spending in 14 months. p 164.
   (see also Footnote #4)

3. Determined by Florida DOA Tallahassee @ 4.573% of income (parents earnings) $160,570,970 X 4.573% ÷ 31910 children.

4. The Federal Congressional Budget Office and the Federal Reserve Board Economists recommend County Government Budget Office as best able to determine spending rounds for projection of impact and tax receipts. (Response to telephone requests January 1987)

   Orange County Budget Office "Eight times is a conservative estimate in 12 months". "In measuring the multiplier effect, community wide, each round loses 25%; 20% is probable loss in low income areas of child care spending, with 30% of the remainder spent on State sales taxables".

   If each round of spending circulates 80% of the preceding round and 30% of each 80% is spent on items subject to Florida sales tax, the child care program generates measureable new sales taxes in 12 months. First round: total local/federal/state day care subsidy $54,375,670 received and spent by child care providers and earnings received and spent by parents enabled to work by child care $160,946,670 or a total first round expenditure of $214,946,640. After 8 rounds at 80%, the total expenditure is $894,421,000 X 30% on taxable itmes = $268,326,300 X .05 sales tax = $13,416,000 ÷ 31910 children = $420 per child.

5. In 1986 there were 24070 families in Florida in the child care program.

80% of these opted for child care instead of applying for AFDC, (half of these, 40%, are eligible for AFDC) or, terminated their AFDC payments immediately when child care payments began. (see footnote #6)

20% continue to receive both AFDC and SSBG child care; however, for these, the AFDC and medicaid payments are reduced 50%. (see footnote #6)

In Florida AFDC pays, for a family of two $2436 (assigning shelter cost @ $150 per month). Of this 56% was Federal in 1986 and 44% was State General Revenue. (figures received from DHRS District VII, January, 1987)

The same family receives food stamps @$1,740 which is 100% Federal, and medicaid at $1,170.16 which is 56.16% Federal and 43.84% State General Revenue. (figures from DHRS VII)

Family of two

	Total		State		Federal
AFDC	$2,436	44%,	$1,071.84	56%,	$1,364.16
Food Stamps	$1,740		-0-	100%	$1,740.00
Medicaid	$1,170.16	43.84%	$ 513.00	56.16%	$ 657.16
Expenditure per Family	$5,346.16		$1,584.84		$3,761.32

24070 X 40%* = 9628 Families in the program, eligible for AFDC, dropped their AFDC or chose not to apply.

Total expenditures for 9,628 families	$51,472,828.48	$15,258,839.52	$36,213,988.96
÷ 31910, per child in program	1,613.06	478.18	1,134.87

(con't next page)

5. con't

Details of data described below is available in University of Central Florida Study released 4/1/79 for Orange County, Osceola County and Altamonte Springs under joint Research and Development, Florida Department of Community Affairs, Community Services Trust Fund Grant. Study to be updated 1987.

The College of Business Administration, University of Central Florida, studied 6,912 clients of the child care program. Dramatic moves to self sufficiency were seen:

> 49% of AFDC families enrolled closed their AFDC cases immediately when they enrolled in child care.
>
> Actual annual dollar cost of AFDC for cases not closed dropped 44.7%
>
> 75% of welfare parents receiving child care subsidy for two years become self sufficient. For instance:
>
>> A mother enrolls in child care and a work training program, such as nursing.
>>
>> For two years the State pays for her child care.
>>
>> After graduation, the mother pays for her own child care, she earns a nurse's salary.
>>
>> A family is transformed from poverty to permanent full self sufficiency.

80% of families continuing in the child care program opted for child care instead of AFDC.

Social workers available to parents, provided by the State of Florida as part of the administrative cost of child care, help to cause this success.

STATEMENT OF MARK L. WEAVER, PHILIP CROSBY ASSOCIATES, INC., WINTER PARK, FL

Mr. Weaver. I would like to thank all of you for the opportunity to testify on behalf of child care and on behalf of a company that provides the child care benefit.

The company that I'm the personnel manager for is a management consulting company, Philip Crosby and Associates, and largely we do the things that we do in benefits because of the philosophy of the man whose name is on the door, Philip Crosby.

Essentially, what we provide in the area of child care, a subsidy to those who need child care assistance—to a single parent or family where both parents work, at 50 percent of the cost of the child care up to the maximum of $25 per week, which is approximately 50 percent of the cost in Central Florida.

That benefit is administered by the 4C program and, as Phoebe told us, they help us in terms of referral for new employees who may not already have the children placed, as well as helping us with the billing. They bill us for our 50 percent and pass on the administrative fees as well.

In terms of cost to the company, out of approximately 200 domestic employees the benefit covers 26 children, and costs the company about $1,800 per month.

Now, you can't multiply that, 26 employees by $25 a week and come up with $1,800 because several of the children are school-age children in day care for partial days and, therefore, do not cost $25 a week.

We do have a benefit program which is exceptional at every level. We have to do that in terms of being able to recruit the executives that we use for consultants because, often, we're buying out executive perquisites.

But, the reason we provide child care is not for the executives. By the time they accumulate the years of service that we need for them to be consultants, chances are the children are grown or older.

Essentially, the reason that we do that is philosophical in nature Philip Crosby has several philosophies regarding benefits but, most importantly, he believes that if we help out our employees, that they are going to be free to be productive, and there will be a return on the investments in terms of productivity.

As a company, we're able to take on some of the hassle of finding child care by using a 4C program. We're able to take on some of the financial responsibility in that—from the individual, from the hassle relative to child care and, as a result, they are able to return that to us in terms of productivity, in terms of their loyalty to the company, and in terms of good will.

Phil Crosby, in his latest book called "Running Things," which is a book on successful leadership and management, said on the subject of child care--I will quote—"The typical company has many single parents who are faced with the problem of what to do with children during the day or after school. The company that helps these employees find and finance day care or after-school support will find itself paying a modest expense that produces more attentive and loyal employees." The majority of incoming and outgoing personal calls are in reference to child care. It's a nice philosophy, but we do put our money where our mouth is and encourage other companies to do the same.

In terms of economic return to the company, it's hard for us to place a dollar amount on it. We started offering child care in 1982, and we've only been in existence since 1979. At that time, we had just a mere fraction of the number of employees that we have now; So, before-and-after, comparisons are really not possible.

We do know that our turnover is almost non-existent. We have very little turnover. Our absentee rates are less than average for the nation, but not in a significant way.

Really, the economic return to us is sort of an intangible. How do you put a price tag on employee loyalty? How do you put a price tag on their well-being?

I meet with all the employees that we hire during new employee orientation. I also interview them all, and I know that the child care benefit is something that really gets a lot of attention.

I've heard companies suggest that perhaps child care would be a real expensive benefit. We have found that not to be the case. I've heard companies suggest that the single employee who has no children will feel that they are being discriminated against. We never have that complaint.

What we have had instead is really a positive feeling from the employees that we're hiring, whether they happen to need it or not. It's just nice to know that it's there. And, again, that is something that you can't really put a price tag on.

In the future, we hope to see more companies offering a child care benefit. As you know, the baby boom is growing up and, as it gets older, it's creating more and more of a labor crunch; all of us in personnel see that.

I think we can look at the same situation that we've seen with medical insurance. There was a time when medical insurance wasn't standard practice (and I'm not saying in every job it's necessarily offered). But, now when I interview people, it's not a question of whether or not we provide medical insurance. It's "what kind of coverage do you provide."

Employees are into doing comparisons on medical insurance because it's a given that we're providing a benefit. So, we really don't get a whole lot of positive feedback from the type of medical insurance we provide, even though it is above average.

Again, however, the child care is something we get the positive feedback from. We see that that would continue to be an issue and will grow more and more as more mothers don't stay home but are entering the work force.

I do believe that if it were mandated on companies to put child care in as a required benefit, that you would see some resistance. Right now there is still a lot of fear.

We, as a company, are doing all we can to encourage other companies to do this. Phil writes articles for magazines, as well as making statements in the books that he authors. But, we do believe that if you push the requirement on businesses, that it could result in immediate reactions in the business community, such as reductions in other benefits, more stringent salary increases, and increase the price passed on to customers.

Most businesses tend to look at their benefits as costing a certain percentage of their sales or their check average. Therefore, if you force a benefit on them, they are going to think, "how much do we have to increase our price by in order to cover this?" And they will either do that or take away something else, which will ultimately hurt those you want to help.

We do believe that the companies will get more innovative in offering child care assistance because it is going to be something that will be an issue more into the future. Companies have to stay competitive in order to motivate, to attract and retain employees. And as more companies start to do this—and Phoebe was telling me how many other companies in Florida are sponsoring child care assistance—the more it happens, the more necessary it will become to offer it.

Finally, I would like to say even though we're not a large company, we are a leader in the business community in Central Florida in providing for charities. But, we don't feel that, in terms of child care, that it's really our responsibility as a company to care for the children of our employees. That's not the issue. It's not really a humanitarian issue for us. For us, we just think it makes good business sense. We take care of our employees; we feel they will be more loyal to us. Thank you.

[Prepared statement of Mark Weaver follows:]

Mr. LEHMAN. Before we move on to the next one, do you have a child care facility on the premises?

Mr. WEAVER. No, we don't.

Mr. LEHMAN. Gloria Simmons. I think we met before.

PREPARED STATEMENT OF MARK L. WEAVER, PERSONNEL MANAGER, PHILIP CROSBY ASSOCIATES INC., WINTER PARK, FL

Philip Crosby Associates, Inc. is a management consulting firm that, through its educational programs and consulting, assists clients in improving the quality of their products and services. PCA was founded in 1979, and became a public company listed on the NASDAQ exchange in 1985. What began as a one-man enterprise has grown to a worldwide company of more than 240 associates dedicated to providing PCA clients with the tools to make quality happen in any workplace.

PCA provides its employees with an exceptional benefits program, made up of several components, some of which are common in the job market, and some of which could be considered innovative, particularly in the Southeast. One of these components is child care. Specifically, what PCA does in this area, is to subsidize 50% of child care costs up to $25 per week per child (which is approximately 50% of the average cost in the Orlando area.) This benefit is administered by the Community Coordinated Child Care For Central Florida, Inc. (4-Cs.) The 4-Cs will assist our employees in finding suitable child care if their children are not already placed. They also take care of our billing, charging us, and passing on their fee of 10% to PCA, while the employees pay their portion to the provider directly. Employees do not have to use a facility, they can use an individual in or out of their home. To be eligible for this benefit, the employee must be a single parent, or both the employee and spouse must be employed outside of the home. Out of approximately 200 domestic employees, we are paying a child care benefit which covers 26 children and costs the company about $1,800 per month. Some of these children are in school most of the day and therefore the child care benefit does not total $25 per week for all children.

The benefits that PCA provides are not for the purpose of keeping up with the competition in the job market, since we go considerably beyond that in most areas. As a consulting company, it is necessary for us to have a benefits program that will be attractive to the seasoned executives that we might recruit for consultant positions. Rather than have an executive benefits program and an employee benefit program, most of our benefits are the same regardless of level. For instance, all employees are covered under the same group medical insurance plan which includes dental, orthodontia, and vision care, rather than having a reduced class of coverage for non-executives. Child care is not a benefit that is used as often by executives, because often by the time they have accumulated the years of experience necessary to be a consultant, their children are older. Apart from the ability to attract, retain, and motivate employees, which are all valid reasons for establishing a benefits package, we have philosophical reasons for the package that we offer. We believe that the better a corporation does at providing for its employees through innovative compensation and benefit programs, the more loyal and productive they will be. The company is able to absorb the hassle of helping with child care on a corporate basis better than employees can on an individual basis. As a result, we help employees deal with a hassle in their life, and they are free to be more productive - largely because of the peace of mind that comes from knowing this is taken care of. Philip Crosby, the founder and CEO of PCA, has often said when questioned about providing child care as a benefit, that we do not provide this benefit for humanitarian reasons, but because it makes good business sense. He mentioned child care in his latest book, Running Things: The Art of Making Things Happen. (Running Things is a book on successful leadership.) On the subject of child care, Mr. Crosby said, "The typical company has many single parents who are faced with the problem of what to do with children during the day or after school. The company that helps these employees find and finance day care or after-school support (such as the "Y's" offer) will find itself paying a modest expense that produces more attentive and loyal employees. The majority of incoming and outgoing personal telephone calls are in reference to child care."

In terms of economic return to the company, it would be hard to place a price on the value that PCA has received from this benefit, since we have been offering child care assistance since early in our history, in 1982. At that time we had only a fraction of the number of employees we do now, making before and after comparisons impossible. We do know that according to the Bureau of National Affairs, Inc., our sick time usage is consistently under the national average, though not in a significant way. Child care as an employee benefit is considered a tax deduction to the corporation as any other qualified benefit. This has historically been one of our most popular benefits both with parents and with employees who have no children, because it is so visible. Employees seem to appreciate the fact that it is there, whether they need it or not - it shows that the company cares. Some companies have cited negative concerns from childless employees as reasons for avoiding a child care benefit. In the history of this benefit, we have never had this type of reaction. If there was a legitimate concern, a company could set up a flexible spending account of some nature to allow employees to put the money to the best use in their situation.

In the future, we see more and more companies offering a child care benefit. Regardless of whether there is a potential child care crisis or not, there is a potential labor shortage as the "baby boom" matures. Already this is being felt in industries that typically hire teenagers and young adults, such as restaurants. There just are not as many teenagers and young adults as there used to be, yet the demand for out of home eating is increasing with the rise of the 2 income family, resulting in an increased demand for workers. You can see signs of this anytime you eat at a fast food restaurant, as the industry gets more innovative in its attempts to recruit workers. As this continues to affect other age groups, and as America's labor force shifts more toward services, we will experience a greater labor shortage. To be effective at attracting and retaining employees in a competitive job market, companies will have to be innovative in the benefits that they offer. It will also be necessary to be competitive with what others are doing. Child care will be one of the first issues, as fewer mothers stay home than in the past. Initially, there may be only a few companies that do subsidize child care, and these will serve as examples to others. As child care is recognized as a benefit that pays dividends to the company in reduced turnover, and increased employee satisfaction and loyalty, it will not be rejected as an expensive benefit. Just as medical insurance is now a common benefit, there was a time when it was not. That did not change by government regulation, but because companies had to offer it to remain competitive and be able to attract employees. Today, one of the first concerns that a prospective employee will want answered is not whether or not there is a group medical plan, but how good is the company's plan. Government could have mandated this prematurely, but it could have resulted in plans that merely met the requirement and stopped at that, as opposed to the competitive nature of benefit programs that we now have. In the same way, we do not believe that government mandate of employer provided child care will be able to accomplish what the competitive nature of the market will bring about. Even though we provide this benefit and hope to set an example for other companies in Florida to follow, we do not believe that a government mandate is the way to go. Pushed on companies as a legal requirement, child care assistance could result in immediate reactions in the business community such as reduction in other benefits, more stringent salary increases, and increased prices passed on to customers (which would hurt the very ones who need the help most). If competition is allowed to take its course, these reactions will not be as likely to take place. Instead, companies will get more innovative in their approach to providing the benefit. We have already began to look into subsidizing part of the cost of sick child care in a local hospital near our office. Child care centers will not allow parents to leave children who are sick. Faced with this situation, employees are in a hardship, needing to provide care for the child, but also needing to be at work. Hospitals are beginning to provide a sick child care center, but it costs extra, since the child care facility will charge the same amount, whether the child is there or out sick. This puts a double burden on the employee, who will often opt for using sick time. We would prefer to cut down on the potential absentee problem by providing for a portion of the hospital's charge.

Many of our employees have chosen to have their children cared for in the home of an individual as opposed to a child care center. We also have family members of PCA employees who care for other's children. We do not believe that increased regulation or licensing would benefit the home child care, as it would the child care centers. This could actually result in a reduction of those who want to open their homes to children of working parents, which would stunt the growth of child care availability, causing more of a child care crisis. Increasingly stringent regulation and licensing do not insure quality, it insures only that there is more regulation.

Even though Philip Crosby Associates is not a large company, we are a leader in the business community of Central Florida in providing for the Arts and charities, as well as providing lives for our associates. However, it is not our intention to take on responsibility that is not ours. We believe in being a good corporate citizen and in being a good example for other companies to follow. In the issue of child care, we do not believe that the company is responsible for employee's children - they are clearly the responsibility of their parents. We choose to provide child care because it makes good business sense to us, and because we see the company existing to provide lives for its associates. We hope that this will encourage others to do the same.

Mark L. Weaver
Personnel Manager
Philip Crosby Associates, Inc.

STATEMENT OF GLORIA P. SIMMONS, CHILDREN, YOUTH AND FAMILIES OFFICE, STATE OF FLORIDA DEPARTMENT OF HEALTH AND REHABILITATIVE SERVICES, MIAMI FL

Ms. SIMMONS. Congressman Lehman, you toured our facility and our kids really enjoyed that, having you spend that time with us was very meaningful, and greatly appreciated.

Congressman Lehman and Members of the Select Committee, I am pleased today to speak in behalf of many families in Florida who are victims of the economic and child care crisis in Florida. I applaud and support your efforts to address this pertinent, moral, social and economic issue.

Today I'm here to represent a different aspect of the child care crisis, the need for temporary shelter and emergency shelter services.

The Parent Resource Center of Dade County Incorporated is a non-profit agency that is dedicated to the prevention of child abuse and child neglect.

Agency services are available to parents with children ages birth to 10. Crisis Nursery services are provided for children ages birth to 8 years of age. Residential services are available for children and referral and support services are available to the parents of children enrolled there.

The agency is directed by a 30-member volunteer Board of Directors and Executive Director, Mary D. Taylor, who is with me today. Funding is provided through contract with the State of Florida's Health and Rehabilitative Services, Mill's Bill funding at 64 percent, a United Way allocation of 16 percent, and contributions and donations of 20 percent.

I think this represents very positive cooperation with the State and public-private sources because it clearly shows that 64 percent of our funding comes through the State process, 36 percent of that total being made up through public-private cooperation.

The total agency budget is $959,475 for Fiscal Year 1988. Of that, $740,000 of the budget represents the cost of operating three emergency shelters on a 24-hour basis.

We have the capability of caring for 32 children on a daily basis with 10 of those slots being allocated just for crisis care.

The Crisis Nursery employs 43 persons, provides confidential crisis counseling, medical screening, clothing, direct social work services, parent education, nutrition, crisis hotline for children and public awareness regarding the prevention of child abuse and child neglect to the community at large.

Services are not fee based and are available to parents who fit either of the following profiles: parents fundamentally able to cope, but are temporarily overwhelmed, and those parents with continual and serious child-rearing difficulties. These clients are usually in a constantly stressful situation, have limited educational/vocational skills, or economically depressed, or have no income, experience health problems, live in overcrowded or poor housing, have no housing, experience social, racial or cultural discrimination and have been in some way economically exploited.

The Crisis Nursery has experienced noteworthy success in preventing child abuse and child neglect through its shelter emergency crisis center. During Fiscal Year 1986 there were 424 admissions to Crisis Nursery; 192 of these number were voluntary admissions; 105 were placed because of economic-related issues.

Particularly in the area of housing and shelter, 32 were indirectly related to the housing issue because, when families are experiencing financial difficulty, they are unable to secure and maintain housing.

A full evaluation and evaluation summary has been sent to the committee staff for informational purposes, and all of you have those figures.

Of particular relevance to the issue at hand is a draft report of the Miami Coalition for the care of the homeless, and that report is a draft that I understand Dr. Kay Flynn, as soon as available, will make available to me, so that I can make it available to you.

It points out that 28 percent of the cities' homeless population is families with children. By far, the most significant change in the cities' homeless population has been in the number of families with children. In 72 percent of the cities studied, families comprised the largest group for whom emergency shelters are particularly lacking.

There are 10,000 homeless families at any given time in Florida, and only 20 percent of that population represents what we call the "snow bird" population: those people who come down in the winter, and go back. So, we're seeing that 80 percent of those 10,000 is a constant homeless population that we have to address.

The cause of homelessness most frequently identified by the survey are the lack of housing affordable by low-income people, unemployment and mental illness. The Crisis Nursery is successful at preventing child abuse and neglect because it does not add another stressor by charging a fee. It also provides comprehensive information and referral for services needed by families to assist in the resolution of the problems through counseling and direct social work services.

Time does not permit the opportunity to share extensive demographic data regarding the plight of homeless children and families; however, Dr. Kay Flynn, Director of the Miami Coalition for the Homeless, is an excellent resource for this pertinent data.

Additionally, Mary D. Taylor, Executive Director of the Parent Resource Center of Dade County Incorporated and I, in my role as a Human Service Program Administrator responsible for emergency shelter placements with the Department of Health and Rehabilitative Services, will willingly assist you in securing any additional data that is germane to this very important issue.

Thank you for this opportunity, and I encourage and support your efforts to protect our most important resources: families and children.

Mr. **Lehman**. Thank you very much, Mrs. Simmons.

Mr. Mellon.

[Prepared statement of Gloria Simmons follows:]

Prepared Statement of Gloria Simmons, Former Associate Director, Parent Resource Center/Crisis Nursery, Miami, FL

Temporary Shelter/Crisis Care: It's Importance
To Florida's Families and Child Care Crisis

Chairman Miller, our own Congressman Lehman and members of the Select Committee, I am pleased to speak in behalf of the many families in Florida who are victims of the economic and child care crisis in Florida. I applaud and support your efforts to address this pertinent, moral, social and economic issue.

The Parent Resource Center of Dade County, Inc./Crisis Nursery, a non-profit agency is dedicated to the prevention of child abuse and child neglect. Agency services are available parents with children ages birth to ten. Crisis Nursery services are provided for children ages birth to eight years of age.

The agency is directed by a thirtymember volunteer Board of Directors and Executive Director, Mary D. Taylor. Funding is provided through contract with the State of Florida's Health and Rehabilitative Services (Mill's Bill Fundin at 64%, a United Way allocation of 16% and contributions and donations of 20 %.

The total agency budget is $959.475.00 for fiscal year 1988. $740,399 of the total budget represents the cost of operating three (3) emergency shelters, on a 24-hour basis.

The Crisis Nursery employees forty-three (43) persons, provides confidential crisis counseling, medical screenings, clothing, direct social work services, parent education, nutrition, a crisis hotline for children and public awareness regarding the prevention of child abuse and child neglect to the community at-large.

Services are not fee-based and are available to parents who fit either of the following profiles:

[Program Evaluation, is retained in committee files.]

Parents fundamentally able to cope but are temporarily overwhelmed and those parents with continual and serious child rearing difficulties.

These clients are usually:

* In a constantly stressful situation.
* Have limited educational/vocational skills.
* Economically depressed or no income.
* Experience health problems.
* Live in over-crowded or poor housing.
* Have no housing.
* Experience social, racial or cultural discrimination.
* Have been economically exploited.

The Crisis Nursery has experienced noteworthy success in preventing child abuse and child/neglect through its shelter/crisis care services.

During fiscal year 1986, there were 424 admissions to Crisis Nursery. 192 of this number were voluntary admissions, 105 were placed because of economically related issues. Particularly in the area of housing and shelter. 32 were indirectly related to the housing issue because when families are experiencing financial difficulty, they are unable to secure and maintain housing.

A full evaluation and evaluation summary has been sent to the committee staff for information purposes.

Of particular relevance to the issue at hand is the draft report of the Miami Coalition for Care of the Homeless.

It points out that: 28% of the cities homeless population is families with children. By far, the most significant change in the cities homeless population has been in the number of families with children. In seventy-two percent of the cities studied, families comprise the largest group for whom emergency shelters are particularly lacking.

The causes of homelessness most frequently identified by the survey cities are the lack of housing affordable by low-income people, unemployment and mental illness.

The Crisis Nursery is successful in preventing child abuse/child neglect because it does not add another stressor by charging a fee. It also provides comprehensive information and referral for services needed by families to assist in the resolution of the family's problems in addition to crisis counseling and direct social work services.

Time does not permit the opportunity to share extensive demographic data regarding the plight of homeless children and families. However, Dr. Kay Flynn, Director of the Miami Coalition for the Homeless is an excellent resource for this pertinent data.

Additionally, Mary D. Taylor, Executive Director of the Parent Resource Center of Dade County, Inc. and I in my role as the Human Service Program Administrator responsible for Emergency Shelter Placements in District XI (Department of Health and Rehabilitation Services) will willingly assist you with any additional data that is germaine to this very important issue.

Thank you for this opportunity and I encourage and support your efforts to protect our most important resources--families and children.

STATEMENT OF LEONARD R. MELLON, FLORIDA DEPARTMENT OF HIGHWAY SAFETY AND MOTOR VEHICLES, TALLAHASSEE, FL

Mr. MELLON. Chairman Lehman, Members of the Committee, I am pleased to have this opportunity to come here and tell you briefly about our experience in the State's first state-sponsored on-site day care center at the Department of Highway Safety and Motor Vehicles at Tallahassee—

Mr. LEHMAN. You're talking about seat belts?

Mr. MELLON. That comes later, sir. Although I am reporting on the state's experience with in-house day care, I think what I say will apply to our clients in the programs as well.

While I don't have children enrolled in that program at the center, I am in a sense a client, since as a government manager, I am benefiting from that program.

Our project began in a small building behind the headquarters of the Department of Highway Safety and Motor Vehicles in March of last year.

Using $100,000 that had been appropriated by the State Legislature, at the request of then governor, now United States Senator Bob Graham, the building was converted into a clean and cheerful combination of nursery and kindergarten.

When the center opened, parents found for the first time in their lives that they could have child care available at the same place as the place in which they work.

To understand the significance of this, you need to be a parent driving across town in rush-hour traffic to reach a day care center.

We have—some of our employees come from a 5-county radius. Some of them lived as far away as 40 or 50 miles from the place of employment. And I think you need the experience of saying goodbye to a child who is upset or not feeling well or having someone else take your child to day care or being telephoned at work and told of problems with your child at day care.

To these parents, on-site day care is emancipation. They come daily, a lot of them, to look in on their kids during the lunch hour. They can take them to a medical appointment without having to take a full day off from work. They gain peace of mind by just knowing the children are minutes away if needed by them.

The conflict between their professional and their personal lives ended with this on-site day care. These things were good for the employee, and they are mighty good for the State.

Employees noticed they were paying more attention to their jobs and spending less time calling to check on their kids. They said they were missing fewer days and half days of work. Some even told us that it turned—they turned down other jobs because they didn't want to lose that on-site day care.

Our center is operating at its limit right now, 75 youngsters, with more than 200 on a waiting list. 47 percent of our children are—the parents are Title XX eligible. Our program is currently being evaluated. When those results are presented to the Legislature next year, it will decide whether to open other centers around the state.

Meanwhile, a building under construction to house the Department of Education in Tallahassee, will house a day care center, and

I certainly am an enthusiastic supporter of that idea. I think it's genuine self-interest and good management.

Public spending for child care is an investment in employee morale and employee activity. It's becoming more than that. In the years ahead, I think it will become as institutionalized as coffee breaks and the 40-hour work week is. I believe that social change will make that necessary.

55 percent of our child care clients are single mothers: half of the women and two-thirds of the wives work.

People who work need child care, and those under the Title XX bracket need subsidized child care. I think child care is an employment benefit. It makes it as much a business issue as a family issue.

It's not a service just for the working poor. Obviously, it's a necessity for working people of all socioeconomic levels, and I would like to emphasize that, apart from that start-up legislative appropriation, our pilot program has been self-supporting through monthly fees starting at $170.

Since I've seen the benefits of on-site day care for myself, I can, with some authority, recommend that Congress support it through Title XX with some needed modification.

There are many ways, including tax incentives, that the private sector could get involved. It should get involved, and I have an idea it would take little in the way of encouragement to accomplish this.

For instance, by placing day care among employee paid benefits, employers might save on workman's comp and Social Security tax. In any case, Congress needs to reconsider its threshold incomes in figuring eligibility for Title XX funds. They need to be more elastic, perhaps covering a range.

We have had employees lose eligibility by—only by getting a modest raise. Late last year some of our lower level parents got a $55 raise, $55 a month. It ended up costing them $65 because they were no longer eligible for the Title XX.

We did a survey and found that 95 percent of the families using on-site child care felt it had a positive effect on their work. They said they felt better by coming to work and gave greater concentration to their jobs.

We've also, since that time, interviewed and surveyed their supervisor and, though statistically, 75 is not a sizable enough sample to add much significance, these supervisors had clearly—feel that the availability of that on-site care and the fact that these parents know their children are well provided for has definitely increased their productivity.

I assure you the private sector understands that this is good business and, unless government does something, it will continue to lose the competition for quality employees.

We don't pay our employees very much in this state, and added benefits like this certainly will enhance the value of such jobs.

I thank you very much for giving me this opportunity to tell you about this.

Mr. **Lehman**. Thank you. Just between yours and Mr. Weaver's, yours is on-site, his is subsidized?

Mr. **Mellon**. Yes, sir.

Mr. **Lehman**. Mrs. Ibarra.

[Prepared statement of Leonard R. Mellon follows:]

PREPARED STATEMENT OF LEONARD R. MELLON, EXECUTIVE DIRECTOR, FLORIDA DEPARTMENT OF HIGHWAY SAFETY AND MOTOR VEHICLES, TALLAHASSEE, FL

CHAIRMAN MILLER ... REPRESENTATIVE LEHMAN AND MEMBERS OF THE SELECT COMMITTEE.

I'M PLEASED BY THE COMMITTEE'S INTEREST IN ON-SITE DAY CARE AND I APPRECIATE THE OPPORTUNITY TO TESTIFY.

ALTHOUGH I'M HERE TO REPORT ON FLORIDA'S EXPERIMENT WITH STATE-SPONSORED DAY CARE, I THINK I'LL BE SPEAKING FOR THE CLIENTS OF THE PROGRAM AS WELL AS THE STATE.

WHILE I DON'T HAVE ANY CHILDREN ENROLLED, I AM IN A SENSE A CLIENT OF THE PROGRAM BECAUSE, AS A GOVERNMENT MANAGER, I AM BENEFITTING FROM IT.

FLORIDA'S PILOT PROJECT BEGAN A YEAR AGO IN A SMALL BUILDING BEHIND THE HEADQUARTERS OF THE DEPARTMENT OF HIGHWAY SAFETY AND MOTOR VEHICLES IN TALLAHASSEE.

USING 100 THOUSAND DOLLARS APPROPRIATED BY THE LEGISLATURE, THE BUILDING WAS CONVERTED INTO A CLEAN AND CHEERFUL COMBINATION NURSERY AND KINDERGARTEN WITH AN OUTDOOR PLAYGROUND.

IT WAS A POPULAR PROJECT FROM THE OUTSET. EMPLOYEE VOLUNTEERS PITCHED IN TO PREPARE IT FOR OCCUPANCY. THE CONTRACTOR WENT OUT OF HIS WAY TO BE SURE EVERTHING WAS PERFECT. PARENTS ORGANIZED TO MEET UNEXPECTED NEEDS.

WHEN THE CENTER OPENED, PARENTS FOUND THEIR JOBS AND CHILD CARE AT THE SAME PLACE FOR THE FIRST TIME IN THEIR WORKING LIVES.

TO UNDERSTAND THE SIGNIFICANCE OF THIS YOU'D NEED TO BE A PARENT DRIVING ACROSS TOWN IN RUSH-HOUR TRAFFIC TO REACH A DAY CARE CENTER.

YOU'D NEED THE EXPERIENCE OF SAYING GOODBYE TO A CHILD WHO IS UPSET OR NOT FEELING WELL.

... OF HAVING SOMEONE ELSE TAKE YOUR CHILD TO DAY CARE.

... OF BEING TELEPHONED AT WORK AND TOLD OF PROBLEMS WITH YOUR CHILD AT DAY CARE.

TO PARENTS, ON-SITE DAY CARE WAS EMANCIPATION.

THEY COULD LOOK IN ON THEIR KIDS AT LUNCH.

THEY COULD TAKE THEM TO A MEDICAL APPOINTMENT WITHOUT LOSING A DAY OF WORK.

THEY GAINED PEACE OF MIND KNOWING THEY WERE JUST MINUTES AWAY IF THEIR KIDS NEEDED THEM.

THE CONFLICT BETWEEN THEIR PROFESSIONAL AND PERSONAL LIVES ENDED.

THESE THINGS WERE GOOD FOR THE EMPLOYEE. AND THEY WERE GOOD FOR THE STATE.

EMPLOYEES SAID THEY WERE PAYING MORE ATTENTION TO THEIR JOBS AND SPENDING LESS TIME CALLING TO CHECK ON THEIR KIDS.

THEY SAID THEY WERE MISSING FEWER DAYS AND HALF DAYS OF WORK.

SOME TOLD US THEY HAD TURNED DOWN OTHER JOBS BECAUSE THEY DIDN'T WANT TO LOSE ON-SITE DAY CARE.

THE CENTER IS OPERATING AT ITS LIMIT OF 75 YOUNGSTERS AND MORE THAN 200 ARE ON A WAITING LIST.

WHEN THE EXPERIENCE OF THE FIRST CENTER IS PRESENTED TO THE LEGISLATURE NEXT YEAR, IT WILL DECIDE WHETHER TO OPEN OTHERS.

I WOULD BE AN ENTHUSIASTIC SUPPORTER OF THAT IDEA.

I THINK IT'S GENUINE SELF-INTEREST MANAGEMENT.

PUBLIC SPENDING FOR CHILD CARE IS AN INVESTMENT IN PRODUCTIVITY AND MORALE.

BUT IT'S BECOMING MORE THAN THAT. IN THE YEARS AHEAD IT'S GOING TO BE AS INSTITUTIONALIZED AS COFFEE BREAKS AND THE 40-HOUR WEEK.

SOCIAL CHANGE WILL MAKE IT NECESSARY.

ONLY SIX PERCENT OF AMERICAN FAMILIES TODAY ARE HEADED BY A WAGE-EARNING FATHER AND A HOUSE-KEEPING MOTHER.

FIFTY-FIVE PERCENT OF OUR CHILD CARE CLIENTS ARE SINGLE MOTHERS.

HALF OF THE WOMEN IN THIS COUNTRY WORK AND TWO-THIRDS OF THE WIVES WORK.

PEOPLE WHO WORK NEED CHILD CARE. THIS MAKES IT AS MUCH A BUSINESS ISSUE AS A FAMILY ISSUE.

AND IT IS A SERVICE NOT JUST FOR THE WORKING POOR; IT IS A NECESSITY FOR WORKING PEOPLE OF ALL SOCIO-ECONOMIC LEVELS.

I WANT TO STRESS THAT APART FROM A LEGISLATIVE APPROPRIATION TO GET THE PROGRAM STARTED IN FLORIDA, THE FLORIDA PILOT PROGRAM HAS BEEN SELF-SUPPORTING THROUGH MONTHLY FEES STARTING AT $170, OFTEN ASSISTED BY TITLE 20 FUNDS.

I'VE SEEN THE BENEFITS OF ON-SITE DAY CARE FOR MYSELF, AND I RECOMMEND THAT CONGRESS CONTINUE ITS SUPPORT THROUGH TITLE 20 WITH SOME MUCH-NEEDED MODIFICATIONS.

THERE ARE MANY WAYS, INCLUDING TAX INCENTIVES, THAT THE PRIVATE SECTOR COULD BE INVOLVED. IT SHOULD BE AND I HAVE AN IDEA THAT IT WOULD TAKE LITTLE IN THE WAY OF ENCOURAGEMENT.

FOR INSTANCE, BY PLACING DAY CARE AMONG EMPLOYEE BENEFITS, EMPLOYERS MIGHT SAVE ON WORKER'S COMP AND SOCIAL SECURITY TAXES.

IN ANY CASE, CONGRESS NEEDS TO RECONSIDER ITS THRESHHOLD INCOMES IN FIGURING ELIGIBILITY FOR TITLE 20 FUNDS. THEY NEED TO BE MORE ELASTIC, PERHAPS COVERING A RANGE.

WE'VE HAD EMPLOYEES LOSE ELIGIBILITY BY ONLY A FEW DOLLARS AFTER GETTING A MODEST RAISE. I THINK WE COULD GET SOME ACTUAL FIGURES FOR THE COMMITTEE IF IT DESIRES.

HALF OF OUR CHILD CARE MOTHERS RECEIVE TITLE 20 ASSISTANCE.

WE DID A SURVEY AND FOUND THAT 95 PERCENT OF THE FAMILIES USING ON-SITE CHILD CARE FELT IT HAD A POSITIVE EFFECT ON THEIR WORK.

THEY SAID THEY FELT BETTER ABOUT COMING TO WORK AND WERE BETTER ABLE TO CONCENTRATE ON THEIR JOBS.

I ASSURE YOU THE PRIVATE SECTOR UNDERSTANDS THIS, AND UNLESS GOVERNMENT DOES, IT WILL CONTINUE TO LOSE THE COMPETITION FOR QUALITY EMPLOYEES.

I HOPE YOU'LL CARRY THAT MESSAGE WITH YOU BACK TO WASHINGTON.

THANK YOU.

STATEMENT OF BARBARA A. IBARRA, CITY OF MIAMI COMMISSION ON THE STATUS OF WOMEN, METRO-DADE WOMEN'S ASSOCIATION; AND COALITION OF HISPANIC-AMERICAN WOMEN, CORAL GABLES, FL

Ms. IBARRA. Thank you. Good morning, distinguished Members of the Select Committee. My purpose today is to share with you briefly some of the reasons why several women's organizations, like the Commission on the Status of Women for the City of Miami, the Coalition of Hispanic-American Women, the Metro-Dade Women's Association and the United Way, are involved in this issue, and then share with you a little bit of what we have done. I will be summarizing my remarks for you.

In 1978, 12.5 percent of the women in the work force had pre-school children and, in 1980, 43 percent of the women in the work force had pre-school children.

Additionally, the US Department of Labor projects that by the year 1990, between 11 and 12 million more women will join the work force, and more than 10 million children will need work-related child care. With that work force coming in the future, these are the results that we have.

With regard to Florida, a recent report issued by the Governor's Constituency for Children found that 1 in every 4 children in Florida live in poverty, and there are now 20,000 children on the subsidized child care waiting list.

With regard to our local community here in Dade County, the 1987 United Way report on Health and Human Services Needs documented that 70,122 child care slots are needed now for pre-school children. There are only 492 licensed centers in Dade County, with 4,736 children waiting for day care, and 9,118 of those children waiting for subsidized child care.

It is also projected that 41,000 children are being cared for now in unlicensed family homes. I believe that addresses Mrs. Johnson's earlier question you had for Dade County.

Mrs. JOHNSON. 50 percent was an underestimation.

Ms. IBARRA. Right. It is projected that by 2 years, 1989, an additional 25,000 child care slots will be needed in Dade County.

Our organizations have recognized that this is not simply a women's issue, but an economic issue. We are representative of the future work force. Without having reasonable accommodations for our children, certainly, our productivity and our commitments to our jobs will suffer. I think both gentlemen who spoke before addressed that briefly.

I would like to take a moment to share with you some of the things that we're doing in response to this as organizations, and then tell you a little more about what we think corporation and government entities can do to address this.

We did establish a joint child care task force where we meet with numbers of organizations to get together to make sure that we have a unified approach to child care. We have developed a theme, a child care means good business, to utilize in all of our public relations initiatives.

We write letters to our legislatures on various child care proposals. We have drafted a development impact fee ordinance to present to our local officials.

You may or may not be familiar with the San Francisco ordinance. Theirs was an ordinance that they adopted out there where any new developments or major construction projects or renovations would have to allocate either space for the development of a child care center or, at least, pay an additional amount per square footage to go towards a child care facility. We would like to see that happen here as well as in the rest of the country.

We have spoken in front of the City of Miami Commission on several occasions about their child care programs, and we have worked with the city and the county on the development of on-site child care facilities.

I am happy to say that Dade County is having two child care centers under construction right now: one at the airport for airport employees, and our new government center building is actually under design right now of another facility for our employees.

We have spoken to the school board about using empty classroom spaces. Of course, we don't have empty classroom spaces, but we're working on that idea.

We've worked with the United Way to establishment of a child care consortium, which is intended to be a high-level independent task force that is supported by the corporate sector, to be the champion and facilitator for meeting our community needs, and have had a major developer commit $25,000 towards a child care center.

There is more that can be done by the corporate world, and we are going to struggle to ensure them.

And I think I am going to call upon my colleague down there to be one of our speakers. We really feel that the corporate world is where we need to look for a lot of our support.

There are a number of things that they can do. They can sponsor an on-site facility. They can utilize the vendor or voucher system where it is appropriate. They can establish a consortium with other companies to have a facility. They can contract with the resources and referral agency to provide assistance to their employees. They can purchase space at licensed centers. They can supply materials for child care centers, make direct financial contributions and provide employee benefits like parental leave for a sick child and for alternative child schedules.

We also believe that the government and municipalities have a role to play in this. We would like our municipality to review local zoning laws to see what can be appropriately applied.

To give you an example, I am a resident of Coral Gables here, and we had zoning rules, and there was one woman who had a day care center in her home. She happened to have more than 4 or 5 children. They actually made her close down her center and go through the start-up cost of establishing another location to take care of those children.

Personally, I feel that was insensitive; however, it was in accordance with their zoning rules.

We do think that child care needs to be supportive, needs to be tangible incentives for day care centers in neighborhoods. We need to have churches being encouraged and, in particular, of land use development and new housing, we need to make sure that those new developments receive tax incentives for constructing child care centers there.

We need to monitor all Federal, State, regional and local policies regarding these services, making sure that funding activities are available, tax incentives for corporations and the licensing requirements are germane. Business and industry should be encouraged to also make space and, of course, the liability insurance issue is at stake.

Florida's growth in concert with women playing a significant role in the economic base of our community mandates that the entire community unify to this issue.

We, as parents, and as citizens, our government officials and our corporate leadership must rise to the occasion and address this issue. The time is now, and I thank you for giving me the opportunity to address this.

[Prepared statement of Barbara Ibarra follows:]

PREPARED STATEMENT OF BARBARA A. IBARRA, DIRECTOR, PERSONNEL DEPARTMENT, METROPOLITAN DADE COUNTY, PRESIDENT, COALITION OF HISPANIC AMERICAN WOMEN, MEMBER, UNITED WAY CHILD CARE COMMITTEE, CHAIR, CHILD CARE COMMITTEE OF THE CITY OF MIAMI COMMISSION ON THE STATUS OF WOMEN, CHAIR, CHILD CARE COMMITTEE OF THE METRO-DADE WOMEN'S ASSOCIATION, CORAL GABLES, FL

I became involved in child care after my son was born and I personally began to grapple with my need for quality child care. I saw the effect my concern with his care had on me emotionally which in turn affected my professional productivity. Something inside me said that that wasn't right. I am a law abiding citizen who contributes significantly both in time and money (taxes) to this community and nation. Isn't it about time that this community and nation recognize the significant impact that child care, or lack thereof, has on the intellectual, social, economic and emotional well-being of this country? So here I am today speaking to you in an attempt to educate and inform you briefly about this complex issue. It is my desire to influence you and move you to action and decisions which will change the current state of affairs of our day care system.

In 1948, 12.5% of the women in the workforce had preschool children, and in 1980, 43% of women in the workforce had preschool children.

Of the women who entered the workforce in 1980, 43% are now single, divorced or widowed, having a median income of $8,200.

Additionally, the U.S. Department of Labor projects that by the year 1990 between 11 and 12 million more women will join the workforce and more than 10 million children will need work related child care.

With regard to Florida, a recent report issued by the Governor's Constituency For Children found that 1 in every 4 children in Florida live in poverty; and, there are now 20,000 children on the subsidized child care waiting list.

With regard to our local community, Dade County, the 1987 United Way report on Health and Human Services Needs, documented that 70,122 child care slots are now needed for preschool children. There are only 492 licensed centers in Dade County with 4,736 children waiting for day care and an additional 9,118 children waiting for subsidized child care. It has also been projected that approximately 41,000 children are now being cared for by relatives, or are in unlicensed family homes untrained to meet the child's intellectual, emotional, social and physical needs. Our future picture is even bleaker.

It is projected that by 1989 an additional 25,000 child care slots will be needed in Dade County.

What I have just stated is a brief summary of some of the economic realizations for women and our nation. I say economic, because without child care, many women will not be able to work and therefore become products of the welfare system. The Joint Commission recognized that, given all of the above, we needed to address this critical issue immediately.

So, my colleagues and I began a campaign that had the following goal: We believe that our entire community, the corporate world, civic world, the public sector and individual families need to adopt child care as a goal. Our community should strive to have a variety of available child care models so that parents can choose from several good options, which might include: neighborhood infant/toddler, preschool and school age day care centers; work site day care centers; in home care; family day care homes and systems; school extended day care program; and, emergency care programs.

To achieve this goal my colleagues and I have been involved in the following activities:

- We established a joint child care task force where various organizations and agencies who are concerned with child care meet to share with one another all of the new developments in this area. This provides for quick education and close coordination of activities thereby utilizing limited resources more effectively.

- We have developed a child care theme "Child Care Means Good Business" to utilize in all of our public relations initiatives.

- We are engaging in many public speaking presentations, and participating in television and radio shows, in an effort to educate the public about the facts about our community's child care needs.

- Like today, we have coordinated and given presentations before elected officials hoping to inspire them to act on behalf of this critical issue.

- We have also written letters to our legislators regarding certain child care proposals, such as the development impact fee, in an effort to gain support for the concept.

- We have prepared a draft development impact fee ordinance to be presented to our local public officials for possible adoption.

- We have gone before the City of Miami Commission on at least two occasions to speak out against raising the City's child care service fees.

- We have worked with the City of Miami Off-Street Parking Authority to develop a proposal to renovate a garage to build a child care center.

- We are participating on the Dade County Task Force that has worked toward the approval of a child care facility being constructed on-site for County employees. (The County currently has two centers under design and construction.)

- We have spoken to the Dade County School Board about the feasibility of using empty classrooms for day care centers, as well as considering the establishment of Before School programs .

- We are working with the Greater Miami Chamber of Commerce to adopt child care as a goal for the upcoming year.

- We are working with the United Way to establish a Child Care Consortium, which is intended to be a high level independent task force, primarily supported by the corporate world, acting as the champion and facilitator for rallying the community resources to meet the urgent child care need.

- We have had a major developer commit $25,000 to a downtown child care center.

I am proud of all that has been undertaken in the short time that I have been involved in this issue. Much more needs to be done. For example, we need to:

- Develop a county-wide policy on day care, creating Dade County as the national model for "Caring for Children". The policy should address:
  1. Zoning
  2. Incentives for caregivers
  3. Recognition of the child care profession

- Convene municipalities to review local zoning, business use, etc., seeking to develop appropriate policies that address this issue.

- Draft and advocate for legislation that establishes family day care as a neighborhood service not subject to zoning, etc., laws.

- Create programs/projects/policies that offer tangible incentives for family day care in neighborhoods (i.e., incentive breaks for registered family day care facilities, free training for family day care providers, cut-rates for insurance, cooperative consumable suppliers at reduced cost, etc.)

- Churches should be encouraged to establish full day child care programs or to make their space available to groups which would provide such a program.

- In the area of new land use developments, all new housing developments of a determined number of units and office/ industrial parks should be offered special tax incentives to include 3,500-5,000 square feet of shell space suitable for a day care center.

- Monitor all federal, state, regional and local policies regarding child care services, including funding opportunities and limitations and licensing requirements.
- The School Board should be encouraged to establish a policy making unused school rooms available to day care. This policy should be restated each year. The School Board should also consider establishing a before school program.
- Business/industry should be encouraged to make space available, probably through a consortium of businesses located in a fairly limited geographical area.
- Homes should be located throughout Dade County neighborhoods which could be registered for day care for up to five children. Special emphasis should be placed on assisting in zoning and start-up training cost.
- Increase the availability of trained child care workers.

Florida's growth, in consort with women playing a more significant role in the economic basis of our community and country mandates a commitment to the child care issue. I sincerely believe that the intellectual, social, emotional and economic well-being of our children, community and nation rests on it. There are things that each of us can do to address it, today you have heard of personal commitments - won't you join us in this endeavor ?

Barbara A. Ibarra

Director, Personnel Department,
Metropolitan Dade County
President , Coalition of
Hispanic American Women
Member, United Way Child Care
Committee
Chair, Child Care Committee of
the City of Miami Commission
on the Status of Women
Chair, Child Care Committee of
the Metro-Dade Women's
Association

Mr. **Lehman**. I want to thank all the members of the panel for being here. This is a great testimony you provided.

Mrs. Johnson.

Mrs. **Johnson**. I really thank you for your testimony, the whole panel.

There is so much more we could be doing than we are doing and, certainly, injecting money will make a great deal of difference.

And I guess what I hear you saying is, let's get the money out there and maybe, maybe using a two-tiered system with differential reimbursement and a variety of other means to leverage as much licensed care as possible, but not to deny subsidies out there.

Statistics that you quoted are absolutely astounding and certainly confirm the kind of thing that I'm concerned about.

And I think it demonstrates the creative stuff that is going on out there, both within government and business, needs to be stimulated, and more money outside there will help.

But if we predicate our whole system on getting this cumbersome state licensing system opening the number of slots, we will fail, and I very much appreciate the economic impact.

The main thing I wanted to say at this point, we're about to make a terrible mistake in Congress, by my estimation, that I haven't mentioned at this point, but the welfare reform bill provides day care subsidies for 6 months and that just—if there is one thing we know, is that that isn't going to do it.

So, if we could inject that money instead of into other aspects of welfare reform, just into day care—and I certainly appreciate, Mrs. Carpenter, your information and I will use that with the committee—if we can just concentrate on that transition and make it income related, and using more reasonable guidelines as you mentioned, and let the licensing thing follow, almost, we could really make a change.

But, I urge you to write your members of Congress in Florida because the welfare reform bill, as it's come out of the committee right now, is going to fail on simply that issue.

There is other stuff in there. It sounds nice, but the day care transition subsidies are totally and completely inadequate.

The medical care isn't so bad. We're coming along. And as an advocate of income-related services, I can tell you they are expensive, and you know that. That's why they are not out there.

But if we don't do it, the rest will be a farce. So, you have given us very, very substantive material. We'll refer it on to our colleagues.

But, I hope you also will be strong advocates, and some of the ideas that you mentioned in terms of government centers and business incentive, we'll try to get into this debate more concretely than they are now.

But, you certainly have demonstrated that a combination of forces could be brought to bear to make rapid change. I would appreciate that.

Mr. **Lehman**. Mr. Sawyer.

Mr. **Sawyer**. Thank you, Mr. Chairman. We've heard ample documentation for need for day care. We've seen discussion of the needs, the importance ranging from family maintenance to abuse prevention and, yet, we sit here, I guess, according to Mrs. Ibarra, and there are some 25,000 slots needed in the country alone. We fall short.

What if we just talk for a moment about the private sector. What are the barriers in the private sector to fulfilling that need? Is it economic or is it simply a matter of perception? How do you overcome that barrier?

Ms. **Ibarra**. I would like you to respond. But I—what our experience has been, it's really the corporate world in many instances have not recognized this as an economic issue or an issue that has an effect on the productivity of their work force.

I am sorry to say that many people still view this as a woman's issue. It is not something that has an impact on their business. It is a social thing.

And that, to me, is the biggest barrier that needs to be broken, and the only way that can be broken is by being able to come up with more tangible evidence.

That, in fact, turnover, absenteeism, attrition, and all of those factors are germane.

If you hit at the heart of the business, which is their profits, and how their employees impact on that, I think we'll get more attention to this issue, but they haven't gotten beyond that yet.

Mr. **Sawyer**. Others?

Mr. **Weaver**. I think that, again, as it becomes more of an issue in terms of women in the labor force, I think the competition is going to make it important as a benefit.

I think in the meantime, though, there is a lot of fear on the part of the business community, and that's because they see it as being an expensive benefit.

Again, $1,800 a month for a company of 240 employees is not an expensive benefit. It really doesn't cost us that much. People hear that we have child care, and they think that that's going to be our most expensive benefit, but it's really not.

But in terms of the positive response that we get to providing it for our employees, we're not a good example in terms of having the before-and-after data because we put it in sort of early in our company's history.

But, I think that our company, as other companies come on, for instance, that Phoebe Carpenter is working with, 4C program, I believe she told me they were working with 7-Eleven, its companies that are already in existence are of a substantial size to come on to that program. I think you will have some tangible results that will help.

I think one issue also is that many companies think that when you talk about child care, that what you mean is you have to build a child care facility on-site, and you have to manage it and staff it and give office space to it, and where that may be an attractive alternative to some companies, it wasn't to us.

In terms of our size, it would make—it really didn't make good sense to do it. We were cramped in terms of office space as it was, and there are agencies that you can use, such as the 4C program, the resource and referral type of agency.

And that's what businesses need to know, that that is also available. We're not talking about making a child care facility on the site, but we're talking about making the benefit available.

Mr. **Sawyer**. Mr. Mellon, is it easier to sell government on the economic pay back on that?

Mr. **Mellon**. I think we'll be able to show after a further period of time, that we have very tangible benefits that accrue.

Our program, if it hadn't been for the leadership of Bob Graham while governor, and his real zealousness in pushing it through the legislature, and I saw as executive director of my department that there are so many off signals and so many things that could have occurred, that I indicated to staff that was not to occur. I wanted nothing but yeses in this program.

And we were dealing with other State agencies, and you know how difficult that is when you have got several horses pulling in different directions.

Absent strong leadership, these programs just don't get off the ground because it's new, it's innovative and there are so many objections that are raised that are not relevant or really are not well founded. Strong leadership is of critical importance.

But directly in answer to your question, I will be prepared, I think, the next session in the legislature to show concrete benefits that have accrued.

Mr. **Sawyer**. Ms. Simmons, what I get, though, is that the lines are diverging on the graph; they are not going higher, however much there may be an increase in belief and willingness to invest in precisely this thing, that the need is vastly outstripping the supply.

Am I wrong in that perception? How do we keep this from continuing to be seen as a matter of pure social defense mechanism as opposed to genuine affirmative economic investments? Maybe I am wrong in that.

Ms. **Simmons**. I am a child care person, and I met Phoebe in my child care days at Title XX, and we realize the very strong economic impact that good child care has on a family. She says there are a lot of families who really don't want to be on AFDC. They don't really have a choice. The choice of going to work and trying to subsidize their own day care by the time they have the benefits that are available to them, it's easier for them not to catch the bus, to stay home and take the aid because it's just a Catch-22.

But, there is also, another side to the spectrum. That is not only do we not have enough services for parents who are in some type of situation where they at least have homes to go and look for day care, we're getting another population in Florida who are adding an additional burden to the day care process, and that's homeless families who can't get into the system because they don't have a residence or they don't have a job. We have those who can't get a job because they don't have child care. Then there are those who can't get child care because they don't have a job.

One of the reasons why you get Title XX day care is because you have a job. You can seek employment for a certain number of days if the rule hasn't changed, and they give you an additional amount of days to seek employment on a temporary basis.

But, there are people who don't even have resources to get that far, and I guess that is a constituency that I would like to represent today.

We have a lot of families who are at risk, who are going to cost us economically, and socially because they don't have the resources. It's a large population, getting larger.

In other words, we used to look at it as the bag lady and bag man who live in the cart. We're actually having families with infants sleeping in carts now because they have no space, and we're particularly seeing that in Florida because we attract so many; particularly in Dade County where we have to find emergency shelter for families with children and medical resources for them.

Mr. **Sawyer**. Do you want to add?

Ms. **Carpenter**. Yes. I certainly agree. We have that in the Orlando area, too.

I think it's very important for us and for you not to paint the child care crisis—and it is a crisis —as unending and insurmountable and that there will never be enough money. That's not true.

We know how many children there are. We know how many need child care. We know how many mothers there are in the work force.

In Florida we know exactly how many more children need care and are eligible for it at today's standards, and we know how much money that would cost. And it's not an insurmountable amount of money, especially compared to other kinds of costs that government undertakes.

We have had at 4C in Central Florida, we had good work with a corporation led by Phil Crosby. There are now 9 corporations providing child care for their employees through a purchase mechanism.

It's not a show place because there is not on-site care, but every employee who has children benefits from that fringe benefit, and each corporation underwrites the cost of care for every employee at a certain percentage, some 25, some 30, some 50 percent.

But what we're finding is that those who are brave enough to go in and do it are not inundated with applicants. Between 5 and 15 percent of the work force used that benefit at any one time, and it turns out not to be overwhelmingly expensive for them.

But, rather than there being a barrier to persuading other corporations to begin to do it, it is that it's almost invisible. If you don't have on-site care so that you show it off and if not—if not a majority of their work force use it at any one time, people don't talk about it a lot, but it's a magnificent recruiting tool.

And in—especially in a hotel-motel fast-food industry in Florida, the competition to get employees is stimulating the development of more child care purchases as a fringe benefit, and in this situation they do it through what you call resource and referral agency.

Mr. **Lehman**. Thank you. Just one question, Ms. Ibarra, you gave me a good idea when you mentioned that the Dade County Airport Authority is building a child care center out there.

As chairman of the Subcommittee on Appropriations for Transportation, we appropriated for what they call the AIP the Airport Improvement Program. I just wondered if you could find out for me whether this child care center at the airport is eligible for this money.

If not, I'm going to see what I can do about making AIP funds available, not only for the Dade County Airport, but for any airport authority throughout the country. I think that's a very important move in the right direction, toward making sure that our airports operate more humanely.

Ms. **Ibarra**. Thank you. Terrific.

Mr. **Lehman**. To sum this up, there is still a problem of money. We are spending hundreds of billions of dollars on the kinds of—like SDI to protect our young children against nuclear attack, and we're not spending even a fraction of that trying to protect our young children from the lack of day care or the abuses of day care.

Maybe we ought to start a 3-year-old Congress insurrection that will solve the whole problem.

Thank you very much.

[Whereupon, the Select Committee was adjourned.]

[Material submitted for inclusion in the record follows:]

FLORIDA'S CHILD CARE CRISIS

A SPECIAL REPORT

Published by Community Coordinated Child Care for Central Florida

816 Broadway Orlando, FL 32803 (305) 423-8197

BARBARA'S STORY

Barbara Pedigru is a real person. Her story is true. Painfully so. Only her name and the names of family members have been changed at her request.

Barbara Pedigru remembers all too well their first night on the streets. She and Nathan stayed at the Salvation Army shelter for the homeless in downtown Orlando.

Homeless. It was hard for Barbara to think in terms of being "one of them." She wasn't homeless, she thought to herself as she looked around the shabby makeshift sleeping quarters she was sharing that evening with 30 or so other women. She and her little boy were just temporarily displaced; abandoned, broke and hungry with no one to turn to for help. But not homeless.

The cot -- or rather, the mattress on the floor -- she shared with Nathan was lumpy and uncomfortable; a far cry from the comfort of home they knew until just the day before. Barbara was surprised at the number of women who had small children with them. Several looked to be about Nathan's age -- 18 months. Others were even younger. None looked older than four or five. The children, wide-eyed with curiosity or glassy-eyed with fatigue, all clung to their mothers for security and comfort. They looked confused, and Barbara remembers shuddering and thinking, "God, this is no place for a child."

> *"When you have nobody else, where else can you turn but the streets?"*

Then Nathan began to cry. He wanted to go home, to sleep in his own bed with his stuffed animals and toys and his night light to keep him safe. Barbara could only hold him close and rock him gently, hoping he would fall asleep. How do you tell an 18-month-old that his Daddy and his toys are gone and he doesn't have a home to go to anymore?

Barbara couldn't remember having been so tired in all her life, but she didn't sleep that night. She wanted more than anything to doze off so that she could wake up to find that

Continued on next page

STATE CHILD CARE PROGRAM MAKES FLORIDA MONEY

"For every dollar the state spent on child care in 1986, it made $2.57 in return -- in the same year! If you make a profit when you do something, there's no good reason *not* to do it. Especially when the alternative is turning someone like Barbara Pedigru away," declares Phoebe Carpenter, executive vice president of 4C for Central Florida.

"Take Barbara's anguish and multiply it by 25,000, because that's how many children are on the waiting list for the Florida Child Care Program statewide. Instead of costing it money, these children could be *making* the state millions of dollars," Carpenter challenges. She's referring to a study released on May 1 by United Ways of Florida, Inc.

The findings of the study argue strongly for increasing funding to the state's Child Care Progam. According to the report, "The average total gross income per family may be $0 without child care assistance, but will rise to between $8,000 and $15,000 annually after child

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Tax Dollars Return at the State Level

State Spent in 1986:	
General revenue dollars on Child Care Program	$13,966,523.00
State Received in 1986:	
Sales tax paid by parents working as a result of program	$ 7,342,910.46
Sales tax generated as result of dollars circulating in poverty areas because of child care program	$13,416,000.00
Reduction of spending on AFDC program because parents are working	$15,258,839.52

Table 1

BARBARA
From Page 1

this was all just a bad dream. She would be back at home in her own bed with her husband, Robert, sleeping beside her. Nathan would be sleeping peacefully in his room. In the morning, they would all have breakfast together, then Robert would kiss her goodbye and be off to work. After Barbara did the dishes and tidied up the house, perhaps she would take Nathan to the park to play and to feed the ducks. Nathan always loved the park.

They did go to the park the next morning; only it wasn't the playground near their home. It was Lake Eola Park in downtown Orlando, a few blocks away from the shelter where they had spent the night. It was the best place to go during the day, one of the women had told her, as long as the weather was nice. It would also be one of the many places Barbara would spend her nights during the long months ahead.

In the coming days and weeks, Barbara would become acquainted with other "street people," several of whom had children with them. It came as quite a surprise to her that most of them were there for the same reason she was. They, too, had been housewives, mothers with husbands who worked to support the family. They were what was left of what had once been typical middle-American families.

"Day care is the root of everything...If you can't afford day care for your child, then you can't work."

Some of the mothers had held jobs, but they didn't pay enough to cover the cost of day care for their small children while they went to work. So when their husbands left, for whatever reason, they were stranded with no one and no where to turn.

That last day when Robert had said goodbye and left for work, he simply had never returned. On top of it all, he had withdrawn all their money from the bank and taken the cash in Barbara's purse. He left them with nothing, not even enough money to pay the rent.

"When you have nobody else, where else can you turn but the streets?" asks Barbara, brushing back a wisp of her strawberry blonde hair and wiping a stray tear as it rolls down her cheek. She tried to get a job, but not many doors open to a young woman with little or no work experience and a small child in tow. The only jobs she qualified for never paid more than $4 an hour, hardly enough to pay for a place to live plus child care for Nathan while she worked.

"Day care is the root of everything, that's one thing I've found out," says Barbara, looking back on it all. "If you can't afford day care for your child, then you can't work. You can't even look for work. So what do you do? I'll tell you what *some* women do; they lock their children -- infants -- in closets so they can go to work and make enough money to feed them. They don't realize the damage they're doing.

"These are parents who don't want to be on welfare, they want to work to support their families. They love their children, but they're backed into a corner, so what else can they do?"

To make matters worse, throughout most of her ordeal on the streets Barbara was pregnant with Robert's second child. When he left, she was only two months along and hadn't told him yet. The baby growing inside her was less of an immediate concern for Barbara than Nathan's welfare. She was certain things would be better by the time the baby was born, but it broke her heart to watch Nathan regressing daily from an active, happy and healthy toddler to a malnourished, confused and tired little boy.

Barbara then learned about 4C (Community Coordinated Child Care for Central Florida) from some literature she picked up one day while passing time at the Orlando Public Library. She thought it was the answer to all her prayers. 4C would help her find and pay for affordable day care for Nathan and her new baby, once it was born, so she could work to support them. They could be a family again, not like they were before, maybe, but a family nonetheless. And with an income, she could qualify for subsidized housing and other programs that would help her get her life back on track.

It was almost more than Barbara could bear when the people at 4C told her they couldn't help her either. They weren't enrolling at the time because they had a waiting list 2,100 people long and growing steadily, and no funds available to spend.

"They told me I could take number 2,101 and wait if I wanted to," she recalls. "I didn't have much choice, and it wasn't very reassuring for me at the time when I didn't know where Nathan and I were going to sleep that night or where our next meal would come from."

It was almost more than Barbara could bear when the people at 4C told her they couldn't help...

At the end of her rope and unable to bear seeing Nathan suffer any longer, she sent him to stay with friends in New York. She missed him terribly, and wrote him letters every day.

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THE WAITING LIST

4C stopped enrolling children in its day care program in October 1986 because of a lack of adequate funding.

People keep calling, though; mostly single mothers desperately in need of affordable day care services for their babies and small children who are not yet old enough to attend school.

"The dollars aren't there, so we can't do anything to help these people. All we can do is ask them to wait," sighs Dorothy Dukes, 4C's director of information and services.

As a result, 4C's waiting list gets longer and longer every month. Since January, the number of names on the list has grown from 2,100 to more than 2,500. That's practically as many children as are currently enrolled in the program.

The average wait on 4C's list is four months, but it could be longer, says Dukes. "In January we were enrolling the people from the October waiting list, but we had to stop because our reports showed we had enrolled 500 more than we were able to pay for."

Dealing with 4C's waiting list is Duke's job, and sometimes it can be a very discouraging one.

"It's hard, because I know a lot of these people don't have four months to wait to get child care. They need it right away; otherwise, chances are they'll lose their job or be forced to quit in order to stay home with the children."

When a name is placed on the 4C list, the parent is instructed to call back within a month if she hasn't heard from a 4C counselor by that time. Some parents call back and keep calling every month until something is available. Others are never heard from again and their names are dropped from the list after 90 days.

"We'll call them back only to find that they're no longer at their job, and their home phone -- if they had one -- has been disconnected," Dukes says. "These families tend to be very mobile, they don't have a permanent residence and have trouble keeping a job. It's hard to catch up with them after two weeks, much less four months."

The 4C waiting list is more than just a collection of names, and the names on it aren't

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CHILDREN'S HOME SOCIETY – A LAST RESORT

Alice Stephens arrived at work one Monday morning recently to be greeted at her office doorstep by a young mother with her three-year-old son. They had been living in a nearby park for several days, the girl told Alice, and Alice knew by the looks of them that she was telling the truth. They had no food or shelter and not even enough money for bus fare or a telephone call.

Given the nature of her work, the scenario before her was not unusual to Alice. As a social worker for the Children's Home Society in Orlando, she deals with cases like this one practically every day. Her job is to counsel mothers-to-be on adoption as an option to their dilemmas and to place children either with permanent adoptive parents or in temporary foster homes until their natural parents are able to care for them.

"...by the time I see them, they're at the end of their rope. They have to be, if they're considering giving up their children."

It's not very easy for Alice, but the hardest cases to handle are the ones like this one, in which the parents love their children and want

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CUTS TO CHILDREN NEVER HEAL

As 4C's pediatric nurse practitioner for the past 13 years, Pat Tye has seen over and over again what happens to children who don't get proper care and medical attention during the early stages of their lives. Hyperactivity, emotional instability, malnutrition, anemia and upper respiratory infections are common problems she treats among the hundreds of infants and preschool age children she sees each month.

"These are not necessarily children who have been intentionally abused or neglected by their parents," Tye points out, but rather they are victims of their environment and of a system neither they nor their parents can keep up with, much less get ahead of. They are children of parents who are unable to find work, or who work for wages that barely cover basic monthly living expenses, much less pay for child care services.

"A lot of parents don't have jobs that provide family medical coverage, and HRS services are basically set up for well children," said Tye. "Many of these children, until they are enrolled in day care, have not seen a doctor in ages and haven't been getting proper nutrition or developmental therapy.

"And parents, especially single working parents, have such a hard time just making

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STATE MAKES MONEY

From Page 1

care becomes available. Families become self sufficient, *thereby putting into motion a dollar circulation* which makes child care cost effective and a productive investment of public funds."

The return on this investment is astonishing. The report concludes that the Florida Child Care Subsidy Program generates community dollars and increases the State of Florida's economy at more than *$1.7 billion* in a year. (See Table 2)

"The State of Florida can only benefit if it continues to provide and increase funding for these child care services for families eligible and in need," the report continues. "Each unit of government which invests in child care is receiving an immediate return on the dollar in excess of the investment."

For instance, in 1986 the federal government's portion of the child care program (Social Service Block Grant) was approximately $34 million. In return, it saved more than $36.2 million on AFDC, food stamps and medicaid, and earned an additional $22.9 million from new social security contributions.

And for every local dollar (government and United Way) invested in child care, seven dollars of Florida state and federal Title XX money is drawn into the community and circulated there.

Joseph Reno, executive director of United Ways of Florida, puts it this way. "Dollars and cents wise, the program makes good sense. By making child care available to those who can't afford it right now, government is freeing parents to provide for their children's futures and achieve economic independence."

Impact of Florida's Child Care Program

Local, state & federal dollars spent in child care industry as subsidy for parents	$	54,375,670
Parents' earnings made possible by program	$	160,570,970
Multiplier effect	$	214,946,640
Total dollars circulating in Florida annually, made possible by the State Child Care Subsidy Program	$	1,719,573,120

This dollar circulation is the direct result of State's general revenue expenditure of $13,966,523.

Source: United Ways of Florida Tax Dollars Return Study -- May 1987.

Table 2

In 1986/87, Florida's Child Care Program enrolled 32,000 children. There were, at the same time, another 25,000 eligible children on active waiting lists who couldn't be enrolled due to lack of funds. And we fall further behind every year.

According to the 1987 report of the State Comprehensive Plan Committee (otherwise known as the Zwick Report), the number of children in need of public assistance in Florida has increased by more than 150 percent in the past decade. Each day, as our state grows, we need services for 14 more children in subsidized day care. In other words, 5,110 more children are in need of assistance this year than last year.

"We can pay now. Or surely we will pay more -- much more -- later."

"We can't even serve the families who live here now," states Phoebe Carpenter. "How are we going to deal with the growth?"

Although Governor Martinez's proposed budget recommends spending $5 million to provide 2,017 new openings in the state's subsidized day care program -- in addition to maintaining current levels of spending -- Carpenter maintains that this proposal doesn't even come close to meeting the needs of the 25,000 children already on the waiting list.

"It's our moral obligation to make sure that everyone who is currently eligible gets the help they need. First we have to catch up, and then we need to begin planning for future growth. We owe it to these children."

Joseph Reno points out that by acting now, Florida is saving itself a lot of grief in the future. "By giving children a wholesome, uplifting environment during the child care hours, the state avoids spending a lot more money down the road patching up the problems it will have created by neglecting these critical needs today. It's a matter of prevention."

According to his agency's report, Florida's Child Care Program provides prevention of abuse, neglect and exploitation; is a deterrent to delinquency; supplies support services and referrals for special needs families; and provides a pre-readiness educational base for young children. "Not to mention the obvious benefit to children of receiving loving care daily instead of neglect, hunger and fear," the study concludes.

The Zwick Report hit the nail on the head by stating: "...the price of neglecting our needs, the price of pretending that we can just go on as we are, will be higher. We can pay now. Or we will surely pay more -- much more -- later." <>

QUALITY CHILD CARE CAN MAKE THE DIFFERENCE

Children of low-income parents often do not get proper care and attention at home. Quality, licensed child care providers are sometimes their only source of consistent supervision, balanced nutrition, medical attention and the emotional support that's so vital to their future growth and development.

Medical professionals and child care experts point out that many unhealthy home situations are not the result of intentional abuse or neglect on the part of the parents, but rather they are due to the fact that many parents simply haven't the money or knowledge to properly nurture their children as they grow.

Although child care providers cannot and do not attempt to take the place of parents, they can often make the difference in a child's early development, its health and therefore its future.

Because most licensed child care providers are trained in early childhood development and education, what once was thought of as primarily a baby-sitting service has evolved into a very vital function in the changing scenario of the "typical American family," which more and more includes single parents who must work to support their children.

As the pediatric nurse practitioner for the 4C program, Pat Tye sees and treats many children of low-income parents who have been fortunate enough to receive quality child care through 4C. She finds that many of them, before being enrolled in child care, had never seen a dentist and haven't been to a doctor since they were infants. They suffer from a variety of emotional and physical problems such as hyperactivity, malnutrition, tooth and gum decay and upper respiratory infections.

"...the key to it all is early intervention."

"Most of these can be successfully dealt with and cured, but the key to it all is early intervention," says Tye. "By catching and treating these problems -- particularly the emotional problems -- at the earliest possible stages, we are able to prevent them from growing into much bigger problems later in life."

Betty Mula, director of Oviedo Day Care, agrees with Tye and cited several examples of "success stories" at her facility.

"The one that sticks out most in my mind is the little boy who, at three years of age, was still in diapers and didn't speak a word," says Mula. His parents, both workers in a packaging plant, had been taking the boy to work with them and had apparently never taken the time to toilet train him, teach him to speak or to interact at all with others. Tye examined and diagnosed several problems from which the boy was suffering, and it was largely through her efforts that he was enrolled in an extensive therapy program at the University of Central Florida.

"He's a different person today," reflects Mula. "You can hardly get him to stop talking, and he interacts well with adults and other children his age."

"So many parents are struggling just to put food on the table and keep their heads above water. A lot of them are holding down more than one job, and they just don't have the

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EMPLOYER ASSISTANCE – AN ALTERNATIVE TO THE "CLIFF EFFECT"

Financial assistance for child care through the State of Florida funding program stops for families when they reach a certain level of income. But the need doesn't always end there, says 4C executive vice president Phoebe Carpenter.

Simply stated, a family whose income is too high to qualify for state funds can still fall far short of what is realistically needed to cover the cost of child care. As a result, many working parents striving to make better lives for their families become victims of what is commonly termed the "cliff effect."

"In essence, they are penalized for getting ahead," she explains.

Florida's eligibility guidelines are such that only the very lowest income families qualify for assistance through its child care program. Those with double incomes -- two working parents -- almost never qualify, and parents who receive an increase in their pay may suddenly find that they are no longer eligible.

For example, as a result of receiving a pay raise from $4.50 an hour to $4.80, a single working mother with one child may lose her eligibility as a 4C client in the state-funded program. "The extra twelve dollars a week she's making may put a little extra food on the table, but it will hardly pay the fifty dollar-a-week child care bill," Carpenter says.

Quality, licensed day care is plentiful -- there are more than 400 providers in Central Florida -- but it isn't cheap. Rates can average from $50 to $100 per child per week. So the parent is left with several options.

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BARBARA

From Page 2

She didn't have stationery, of course, so she wrote on anything she could find; paper bags, wrappers and scraps of paper. She would mail them whenever she scraped up enough change for stamps and envelopes. "I hated being separated from him, but I knew he was better off. At least he was in a stable family setting with food and shelter. He needed that, and I wasn't able to give it to him at the time."

Nathan was gone for several months, and those were difficult times for Barbara. She wondered and worried about him constantly and longed for the day when she could hold him again. But nothing could have been more painful and devastating for Barbara as when she realized she would have to give her new baby up for adoption. It was a thought that had haunted her but which she had refused to face throughout her pregnancy, for even in her most desperate moments she was optimistic that things would be better and her life would be back in order by the time the baby was born.

"A newborn baby can't make it out there..."

But the aid she had applied for still hadn't come through. She was still without a job and living on the streets. She never even saw a doctor until four days before the baby was born.

I think the strongest human bond that exists is the one between a mother and her child," Barbara says softly. "It begins in the womb, long before birth, and once the baby is born that bond is impossible to break.

"I loved that baby more than life itself, and wanted more than anything to keep him. I really didn't think I would be able to let him go," she says, now overcome with emotion. "But I knew I had to.

"I had already made up my mind that I would not let him live the way I was living at the time. A newborn baby can't make it out there; I knew that because I had seen it. How would I feed him, clothe him, when I wasn't even able to provide for myself and my future?"

When the baby was born and she saw him, so innocent and fragile, looking so much like Nathan when he was born, Barbara knew what she must do. She could not subject him to the hardships and uncertainties that had become her life. She wanted him to have a chance to grow up healthy and happy. She wanted him to grow up, period.

"I know he's got a better shot at life now. I know that," Barbara said. "But that doesn't make it any easier for me." She still gets choked up just thinking about the little boy, but finds great comfort in knowing he is with parents who love him very much and who can give him the kind of life he deserves.

After her pregnancy was over, Barbara was able to land a cashier's job making $4 an hour. She also found a place to live, renting a room in a house. Things were looking up, or so she thought, and her first priority was to get Nathan back. Because she couldn't pay for child care, she had arranged to work the midnight shift at her job and the woman from whom she rented agreed to watch Nathan while Barbara worked.

"We didn't think there would be any problem," Barbara says. "I mean, little boys just sleep at night, don't they?"

But Nathan wasn't like other little boys, and he was no longer the happy, good-natured and healthy child he had always been. He was changed; hyperactive, uncooperative and frightened of anyone and anything unfamiliar. It wasn't just the stay in New York that had taken a toll on Nathan's physical and emotional state, although that was quite a jolt in what had become a topsy-turvy and very confusing world for him. First Daddy had disappeared, and with him had gone all semblance of the stable family setting Nathan had known since birth. Then, after several months of living in the streets, Mommy had gone away, too, and Nathan was left in the care of people he'd never seen before.

"I lost my job because I couldn't leave Nathan alone for even a minute without him becoming extremely upset," Barbara says. "And the lady who owned the house we were in said he was too much for her to handle. She wouldn't watch him anymore, and when he broke something of value in her home, she said he had to leave."

"...some children don't have one more day."

So once again, Barbara and Nathan were alone, broke and homeless with no one or no where to turn for help.

Barbara decided to contact the Children's Home Society again, since it had helped during her pregnancy and in finding a good home for the baby. Once again, CHS found a place for Barbara to stay, but suggested that Nathan be placed into foster care until she was able to provide a stable home along with adequate food and clothing for him.

Being in a foster home means Nathan has all of those things, but it also means that once

Continued on next page

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again he is being cared for by a stranger. And Barbara faces losing Nathan permanently if she is not able to meet the requirements set forth by CHS for a certain fast-approaching date when Nathan will be put up for adoption.

"I know things will get better for me; they've got to. I'm strong and I'm going to make it one day." Her voice is a little stronger now, as she fights to regain control. "But some children don't have one more day. What hurts so much is knowing what this has done to Nathan. He was always such a happy, healthy baby, and now he's got real problems. He's confused and hyperactive, always frightened."

It takes only two years of a child's life to make permanent "street people," social misfits out of them...

Doctors have told Barbara that this is the year that will make or break Nathan's future. It takes only two years of a child's life to make permanent "street people," social misfits out of them, she's told, and one year has already passed for Nathan.

"If he doesn't get the stable homelife and medical attention he needs, he'll be so confused and incapable of handling the stress that he'll have to be institutionalized. I can't let that happen, and I won't," says Barbara, "but he needs help. We need help. And we're not the only ones..."

4C could not place her in the state-funded child care program, but was able to get her a job with an employer who's helping pay for her child care, and life began to take a turn for the better! Barbara works as a receptionist making $5 an hour. She has also qualified for subsidized housing and will be moving into a two-bedroom apartment this month. Barbara itemized all of her living expenses and realized that her moderate salary is not enough to make ends meet for her and Nathan. But it's a start, and Barbara doesn't give up easily.

"I've had to give up one child already, but I won't do it again," says Barbara. "I'm his mother, and I'm a good mother. He needs me; we need each other, and with just a little bit of help to get us started, we can make it." ◇

WAITING LIST

From Page 3

people waiting for something like a seat on an airline or a drawing for a free facial by Merle Norman. They're parents, single -- mostly female -- who want very much to stay off of welfare, to hold down a job so they can support their families and raise their children in a healthy, loving environment.

According to Phoebe Carpenter, executive vice president of 4C since its inception 16 years ago, most of the people on the list are very much like Barbara Pedigru. They're products of broken marriages, abandoned by the spouse who had been the family's sole provider.

They come to 4C because they want to work and support their families, but they can't afford the high cost of child care services. Some have family members or friends who are willing to care for their children temporarily, but others don't, so their only option is to put their name on the list and wait.

More than 900 names were added to the list in March, an unusually high number, says Dukes, especially considering that peak time is not until July and August when schools are not in session.

"That indicates to me that more and more parents are getting desperate. They can't make it alone, and they're turning to us for help."

What do these parents do while they wait? And what about those that can't wait? What about the children?

"We hear all sorts of things when we ask them what kind of arrangements they've made for child care," says Dukes. "A lot of times they just leave their children unattended, or they'll get somebody who's not qualified or responsible enough to watch the children while they're at work. Sometimes they quit their jobs and go on welfare."

Although all of 4C's guidelines and requirements are closely monitored and every recipient is verified for eligibility, some parents attempt to manipulate their rank on the waiting list, says Dukes.

"Sometimes people try to use our protective services as a way to receive free day care or to jump to the head of the line." Dukes explains that the protective services policy requires that any child who is "at risk" of being abused or neglected at home gets first priority for available child care funds.

"We've actually had people go out and leave their kids at home alone and report it to us themselves. That way, they figure we'll see that their child is at risk and we'll put them in day care right away.

"We try to stay on top of things and keep it as tight as we can, but a few get by us. These are mostly just parents who want more than anything to help their children, though," Dukes points out. "We're doing all we can, but for the 2,500 people waiting for help, 'all we can' just isn't enough." ◇

A LAST RESORT

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very much to keep them and raise them in a stable and secure home environment.

The woman on Alice's doorstep that morning didn't have a job, of course, but it wasn't because she was unable or unwilling to work. In fact, she had received a job offer the day before from a convenience store, but wasn't able to accept it because she had no transportation and couldn't afford child care for her little boy.

Yes, she had called 4C, she told Alice, but like 2,500 others, had been told there would be at least a four-month waiting period before her child could be enrolled in day care. What was she to do for the next four months living in the streets with a child, the girl had asked Alice. Alice couldn't answer her. She knew that chances were the child might not survive four months in the street.

"I'm convinced that if there was more day care assistance available, a lot of these women...wouldn't be here."

Alice doesn't know where most of them come from or how they got where they are. It's not her place to ask. What she does know is that most of them come to Children's Home Society as a last resort.

"Unfortunately, by the time I see them, they're at the end of their rope. They've got to be, if they're considering giving up their children.

"It's a very tragic decision to have to make, when a mother must compare what she'll be able to give her children in the future with the possibility that the children would be better off with someone else.

"So many of these women feel frustrated and trapped. They feel very capable and willing to work, but they are unable to because they have small children with them and can't afford day care. They don't come to me saying 'I want Aid to Families With Dependent Children (AFDC),' they come to me saying 'I want to work.'"

She estimates that at least 20 percent of the approximately 312 calls they get each year regarding placement of babies involve child care problems. The parents can't properly care for their children because they don't have a job. Even if they could get a job, it usually won't pay enough to cover the cost of day care for their children.

In many cases, as Stephens points out, even looking for a job is next to impossible. Who would hire a women who is either very pregnant, with small children in tow, or both?

"It's a vicious cycle," she says. "There's not just one problem or solution, and every case is a little bit different. But I'm convinced that if there was more day care assistance available, a lot of these women -- and children -- wouldn't be in the situations they are. They wouldn't be here."

Barbara Pedigru and her child were also victims of the lack of child care funding in Central Florida, and Alice remembers vividly the day she met Barbara. The 22-year-old girl was eight months pregnant when she contacted Children's Home Society.

"She called me from a pay phone at the library. She had been hanging around there during the day and had found a brochure on CHS," recalls Stephens. "She wasn't even sure how far along she was, because she hadn't seen a doctor, but she knew she was nearly due and wanted us to help her place her baby up for adoption. She was literally without anything, and had been staying in the park."

Again, Barbara's call was not an unusual one for Alice to get. But it was a desperate call, and Alice remembers dropping everything she was working on to drive to the library to pick Barbara up. She gave her $6.50 to pay for a night at the Salvation Army shelter.

Meanwhile, Alice began working on finding her a place to live and making arrangements for the baby's birth and adoption.

Like the young mother on Alice's doorstep that Monday morning, Barbara didn't want to give up her baby either. She tried until the bitter end to make arrangements so that she would be able to keep it, to receive support from AFDC until she was back on her feet and able to look for work. But Barbara was not eligible for AFDC because she had no residence. And she wasn't eligible for low cost housing because she didn't earn as much as $5 an hour.

Alice still sees Barbara. When Nathan, Barbara's two-year old son who had been staying with friends in New York for several months, returned to Orlando, Barbara brought him to the Children's Home Society.

Nathan had some very serious problems that stemmed from turmoil in his family and having been separated from his mother and not understanding why. Barbara had lost her job and their living quarters because of his problems, and she was once again appealing to CHS for help. This time, though, she steadfastly refused to give him up for adoption. She agreed to have him placed in foster care until she could find a job and a place to live. Barbara and Nathan have since been re-united after she got a job as a receptionist, and her employer agreed to help pay for part of Nathan's child care.

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Alice is hesitant to call Barbara's story a "success story," however. She had to give up one child already, and she's not out of the woods with Nathan yet. They are struggling financially, and Nathan's emotional and physical problems complicate the situation even more.

"They've still got a long way to go," says Alice. "I'm still working with them, and I really hope they make it. But they still have a long way to go, and it's tough out there."

As for the girl on her doorstep that morning, Alice gave her money for bus fare to get to her new job, and she found a temporary foster home for the boy.

"I told the girl to call me at the end of the week, and that we'd take it from there," recalls Stephens. "The problem is, she's now working 17 hours a day and without day care, I'm afraid she'll have to give him up.

"I'll work with her -- as with all of them -- for as long as I can, and I'll do whatever I can to help. But I can't work with them forever. It's frustrating to know that I can only do so much for them. Especially the ones who really want to keep their children." ◇

CUTS TO CHILDREN

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ends meet that they have neither the time or the energy to give the discipline, care and nurturing that is so important in the early stages of a child's life. As a result, the child develops physical and emotional problems that can affect him for the rest of his life if not caught in time."

Nathan Pedigru is a prime example. When Tye first met him he was a very troubled little boy. Not only was he hyperactive and undernourished, he was also so emotionally unstable that he couldn't be left alone for even a few minutes without becoming agitated and upset.

They had been homeless and penniless for nearly six months, moving from shelter to shelter and finally taking to sleeping in alleyways and parks...

In fact, Nathan's problems were so extreme that his mother, 22-year-old Barbara Pedigru, ended up losing her job and the only place they had to call home -- a room in a boarding house.

When Barbara had sent Nathan to live temporarily with friends in New York several months earlier, she thought she was doing what was best for the boy and, given her options, perhaps she was. They had been homeless and penniless for nearly six months, moving from shelter to shelter and finally taking to sleeping in alleyways and parks while Barbara was too pregnant with her husband's second child to look for work.

With her friends in New York, at least Nathan would have a roof over his head and enough food to eat. And she knew her friends would be kind to him, they wouldn't abuse or neglect Nathan. The problem was that Barbara's friends were perfect strangers to Nathan. And the effects of being taken away from his mother -- the only security and stability that existed in his world -- were all too evident when Nathan returned from New York three months later.

Barbara chose adoption. Others in similar situations choose instead to hang on...no matter what the cost or consequence. Sometimes the results are tragic.

After Barbara had had her baby and given him up for adoption because she had no means by which to care for him, she had found a job as cashier making $4 an hour and rented a room in a woman's home. She couldn't afford day care for Nathan and her number hadn't come up on 4C's waiting list, so Barbara arranged to work the night shift and her landlord agreed to watch Nathan while she was gone.

Less than a month later Barbara and Nathan were back on the streets. The woman had refused to take care of Nathan because of his unruly behavior and when he had broken something of value in her home, she ordered them out.

When Barbara came to Tye at 4C, Nathan was in foster care, having been placed there by the Children's Home Society, and Barbara was looking for work and a place to live so that she would be able to keep him. Otherwise he, too, would be placed up for adoption. Although confident that he was being well taken care of in his foster home, Barbara still worried about Nathan's emotional state. Once again he had been taken away from his mother and familiar surroundings and placed in the care of strangers. That made it twice in less than a year's time; three times if one considers that he was deserted by his father at the age of 18 months.

Barbara and Nathan were not alone. Thousands of other parents are faced with similar situations and very few, if any, alternatives. They are caught in a vicious cycle with no apparent means of escape. The shame of it all is that those who suffer the most are the innocent, unknowing and helpless children.

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It was precisely this vicious cycle that convinced Barbara the only hope her newborn baby could have for a normal life would be through adoption by a couple who could give him what Barbara couldn't: food, shelter, clothing, medical attention and a stable environment.

Barbara chose adoption. Others in similar situations choose instead to hang on, to keep their children no matter what the cost or consequence. Sometimes the results are tragic. One example in many is the story of the two Miami toddlers who, while their mother was at work, climbed into a clothes dryer and were burned beyond recognition.

Some parents lock their children in tiny rooms or closets...so they can go to work and support their family.

Some parents lock their children in tiny rooms or closets as a way to keep them "safe" so they can go to work and support their family. Or they leave the children with friends or persons who are not qualified or responsible enough to take care of the children. Some feel forced to stay home with their children and collect welfare. This alternative is not only very demoralizing for adults, it's also very frustrating; and all too often parents' frustrations are vented in anger at their children.

Tye came across a case last year in which a man and his wife who were both working in an Oviedo produce plant brought their child to work with them every day. Because they were transients and had only been with that job for a short time, it wasn't known how long they had been doing this. But at the age of three, the child still didn't speak and hadn't developed any social or interpersonal skills.

"Children need an environment where they feel good about themselves, where they are stimulated to grow emotionally as well as developmentally, and their parents aren't always able to provide that kind of environment," said Tye. "Good day care programs can give that to children, and they can also provide the early intervention necessary for health and emotional problems which, if they go untreated, can affect a child for the rest of its life."

Tye's first-hand observations and beliefs about the importance of quality child care services and early intervention are echoed in this year's State Comprehensive Plan, also known as the Zwick Report.

According to the report, one-fourth of Florida's nearly three million children live in poverty and the numbers are growing rapidly. Two-thirds of those children are not covered by Medicaid and 25 percent of all Florida's children haven't seen a doctor in the past year. Ten percent need special education.

In the section on human services, the report states, "The importance of quality preschool education and quality day care to low-income families cannot be overstated...And child care is a foundation for self-sufficiency for parent and child alike. It is a prerequisite for a single parent who wants to work. And quality child care can be an enriching environment for children before they begin school."

Yet quality, accessible and affordable day care is out of reach for the working poor in Florida, states the Zwick Report.

"Our children are truly our future -- and the future of our state. But for many of Florida's children, the future will be shaped by a present that offers them only abuse, deprivation and neglect."

Nathan is back living with Barbara, since she has found low-income housing and a job where child care is a fringe benefit. She makes $5 an hour as a receptionist, which still isn't enough to cover all of their monthly expenses plus child care.

"Two hundred dollars a week, less taxes, doesn't go very far," she says, adding that she sometimes has to forego food on the table in order to pay Nathan's day care bills. Fortunately, Barbara's employer is helping her pay for Nathan's day care and he is now enrolled full-time at a facility near her office.

Barbara already notices a marked difference in Nathan's behavior and his attitude since he's been enrolled in day care.

"He's learning to be a little boy again," she says, explaining that after his father left and while he was separated from her, Nathan had regressed into being a baby again. He sucked his thumb, wouldn't talk much and didn't interact well with others his age.

"Now he seems happy again. He's starting to cope, and he plays with the other children."

"Investing in children pays like compound interest...In contrast, opportunities we miss to invest in children today become mortgages we will pay tomorrow..."

In the case of the little boy in the Oviedo produce plant, the employer volunteered to help pay the cost of day care and the child is now reportedly doing very well. He has learned to talk and is catching up quickly to his age level in emotional and developmental maturity.

This child and two-year-old Nathan Pedigru are among the lucky ones. With proper care

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and attention over the next few years, the wounds from their pasts may heal. And now, although there may always be a scar where the cuts were deepest, they have a chance to grow into healthy adults and productive members of society.

Unfortunately, there are thousands of others out there -- 2,500 in Central Florida alone -- who may never get that chance. They're still waiting.

The Zwick Report challenges the state to recognize this very urgent need for quality, affordable child care for Florida's poor because, sooner or later, one way or another, we're going to have to pay the bill.

"Investing in children pays like compound interest...in contrast, opportunities we miss to invest in children today become mortgages we will pay tomorrow -- through more public welfare, more expensive health care, more juvenile delinquency, more jails and prisons and more expensive law enforcement." <>

QUALITY CARE

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stamina to spend time with their children," explains Tye.

This lack of parental training and attention that is so vital to a child's development can result in real problems for the children later in life. Those problems often turn out to be very expensive for the taxpayer in terms of mental health care, rehabilitative programs and prisons.

The need for early intervention is even greater among children who are physically or mentally handicapped at birth, Tye points out, and 4C takes an active role in this area as well. For example, it is partially through 4C funding that facilities such as the United Cerebral Palsy Center in Orlando are kept going.

Because of successful early intervention, often through a quality child care provider, these problems can be detected and treated in time to prevent their later consequences, says Tye. 4C funding is a vital ingredient to the continued success of such child care services, she adds, because without it many of the children now enrolled through 4C might never get the attention they need to help them develop to their full potential.

Unfortunately, because of 4C's limited dollars, thousands of children in need of care remain on waiting lists for several months before being enrolled in the program. This worries people like Tye and Mula who have seen not only the positive effects of quality child care but also the negative and often tragic consequences to children who are not reached in time.

Because of state guidelines and protective services requirements by the Department of Health and Rehabilitative Services, 4C gives children determined to be at risk of being abused at homtop priority for immediate enrollment in a child care program if funds become available. Tye has witnessed and documented dramatic improvements not only in the behavior and health of such "at risk" children but also in the home situations in which they live.

"A tremendous burden is lifted off the parent when they know their child is being well taken care of while they work," says Tye. "So many abusive situations are the direct result of parents' frustration at work compounded by difficulties at home with trying to raise children, pay the bills and so forth. Quality, affordable child care provides a partial solution and allows families to deal with their other problems more effectively." <>

EMPLOYER ASSISTANCE

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"She can refuse to accept the pay increase in order to remain on the 4C state-funded program, defeating her own purpose and ambition as a working parent, or she can make more affordable -- though probably less suitable -- child care arrangements. She might even feel forced to quit her job and collect welfare in order to stay home and take care of her children. Given those choices, the best answer would probably be none of the above."

There is another option, though, a partnership which has evolved out of a growing concern for child care among employers in the community. It involves a willingness for companies to share the cost of quality child care for their employees.

"It's a partnership between the private sector and government in which one steps in as the other steps out," explains Carpenter.

A recent national study of more than 400 employer-supported child care programs concluded that helping employees with child care significantly improves their productivity on the job. Reduced turnover, reduced absenteeism, improved employee morale and increased productivity among participating employees are just a few of the results indicated by the study.

4C's version of this employer-supported child care concept is called the 4C Child Care Assurance Plan. It operates as a fringe benefit package that allows businesses to help their employees find and pay for child care.

"It is still the parent's responsibility to choose where their children are cared for and what price they pay for that care," explains Carpenter. "We believe the parents should and do

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EMPLOYER ASSISTANCE

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wish to make those choices, and the Child Care Assurance Plan gives them that opportunity while making it simple and affordable for the employer to provide the benefit."

Under the plan, companies pay a portion of the cost of child care for their employees through 4C, and the participating employees pay the remaining amount directly to the child care provider. Since being introduced in Central Florida in 1978, the Child Care Assurance Plan has been enthusiastically received and is currently in place at seven area companies. It is cited as a national model and has been adopted by branches of participating employers in other parts of the country.

Despite its success among those companies and employees who do participate, employer-supported child care is still an exception to the rule. Most companies find that it's a cost they are afraid to undertake.

Carpenter hopes to see the trend change in the near future, and is taking steps to encourage this. She has been instrumental in writing legislation that would create a tax credit for employers who provide child care assistance.

"It would be in addition to the deduction companies are already allowed as a cost of doing business. With both the deduction and a 50 percent tax credit in effect, the employer's real cost is reduced to 25 cents on the dollar," she explains. The bill is currently before the Florida Legislature.

"Our main concern is for the children. They are the real beneficiaries of this and all of our programs," she points out. "Investing in our children is an investment in the future. The point to be made for employers is that they can and do benefit directly when their employees know their children are being well-cared for, because this peace of mind translates into greater productivity in the workplace." ◇

FLORIDA'S CHILD CARE CRISIS
A SPECIAL REPORT
May 1987
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June 29, 1987

The Honorable Nancy Johnson
U.S. House of Representatives
Washington, D. C.

Dear Congresswoman Johnson:

After reflecting on the child care hearing held in Miami on June 22, I wanted to share some additional thoughts regarding your proposal to make unlicensed family day care homes eligible for up to three years for federal funding.

Florida is not only a growing state; it is a state populated by strangers. Multi-generational families and long-established neighborhoods are especially rare here. Because most Floridians are newcomers, they simply do not have the benefit of informal networks to check out child care situations. As a result, in this state it is especially dangerous to entrust children to unlicensed arrangements. I am reminded of the last child care hearing I attended in Miami: The subject was the Country Walk incident in 1984, where several children were molested by a man who was operating the service with his wife out of their home. Not only was the arrangement unlicensed, but the man was a convicted murderer.

My concern is that if the federal government provides federal subsidies for unlicensed family day care at the same time that it is embracing welfare reform measures, it will in effect open the floodgates for unsafe child care arrangements. Family day care is a rather attractive cottage industry for persons entering the state without other immediately marketable job skills. Without licensing requirements, we would almost be inviting some of Florida's many drug addicts to get into the family day care business as a way to finance their habits at the taxpayers' expense.

Not only should the federal government not provide tax dollars for unsafe child care, but it also has a special obligation to purchase the best quality care possible for the most vulnerable children. According to the Perry Preschool Study[1] and

"Helping Government Serve Florida"

other longitudinal studies, quality child care helps prevent school dropouts, delinquency and dependency. For every $1 spent on the Perry Preschool Program, up to $7 in tax dollars was eventually saved.

There is also evidence that children whose mothers have the least education have the most to gain from quality preschool or child care arrangements.[2] Finally, there is increasing evidence that poor quality care, defined by its unstability, poor training of caregivers,[3] and unfavorable staff/child ratios, is harmful to children, and especially harmful to children from already disadvantaged or stressed homes.[4]

Given these research findings, it would be a serious mistake for the federal government not to invest in the kind of family and center care shown to benefit poor children as well as to save tax dollars. Providing federal subsidies for unlicensed family day care might temporarily advance the cause of enabling more welfare mothers to go to work, but it would also encourage the kind of care which is most apt to lead to another generation of welfare recipients.

Although I share your concern that the vast majority of family day care is underground, I do not think state standards are the cause of this problem. Rather the chief barriers to family day care visibility are local zoning requirements; insufficient, inadequately trained licensing inspectors; and the increasingly high cost of liability insurance. Consider, for example, the case of the Coral Gables family day care home mentioned at the recent hearing. Local zoning requirements, not state standards, forced this family day care provider out of business.

The best way to get more family day care homes licensed is to provide more incentives for family day care providers such as assistance with liability insurance. States should also provide incentives for local governments to remove overly restrictive zoning requirements. Finally, the federal government could greatly improve the effectiveness of state licensing efforts by providing some funds to strengthen the numbers and training of state licensing staff. If the federal and state governments would take these steps, there would be no shortage of family day care providers willing to become licensed.

Thank you for this opportunity to share some additional information. I strongly support your view that investment in child day care is the key to welfare reform. At the same time, I think we must do all we can to make sure that that care is the safest, best quality possible.

Sincerely,

Susan Muenchow

Susan Muenchow
Acting Director

cc: The Honorable George Miller for inclusion in the hearing record of June 22, 1987, Miami

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